

# Executive Summary

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## Summary of the Eastgate Plan

*The Eastgate Land Use & Development Plan is prepared by the Applied Urban Research Institute at the request of the City of Kansas City, Missouri. This work is supported by a grant from the Ewing Marion Kauffman Foundation; partial funding is being provided by Kansas City, Missouri. The Economic Development Corporation of Kansas City, an active supporter of area planning, is providing management services for this project.*

*This plan takes a comprehensive look at the variety of public and private investment occurring along Blue Parkway and within the broader Eastgate planning area. Its purpose is to guide future investment by individuals, businesses and public agencies to create a strong, cohesive identity for the district as an east-west corridor and key gateway to Kansas City, Missouri. Eastgate's significance as a gateway is apparent through landmarks and influences as diverse as the Plaza, Swope Park, Kauffman and Arrowhead stadiums, retail development, residential communities, road and rail transportation, an industrial base, and natural features such as Brush Creek and the Blue River.*

The *Eastgate Land Use & Development Plan* is intended to build on the experience and success of both the *Blue Parkway Land Use & Development Plan* and the *Brush Creek Corridor Land Use & Development Plan*. The corridor planning approach has particular value in a setting like Eastgate.

A corridor generally encompasses a transportation function, which is often the unifying feature connecting disparate land uses and environments. In Eastgate, Blue Parkway connects commercial, industrial and residential settings. Like the Brush Creek Corridor, Eastgate represents a link connecting Kansas City's east and west neighborhoods around issues of common concern and benefit.

### Project Area

The general boundaries of the planning area are from the Missouri Pacific Railroad line on the west to I-435 on the east and Coal Mine Road on the north to 63<sup>rd</sup> Street Trafficway on the south. The Eastgate Study Area boundaries are shown in Figure 1 below.

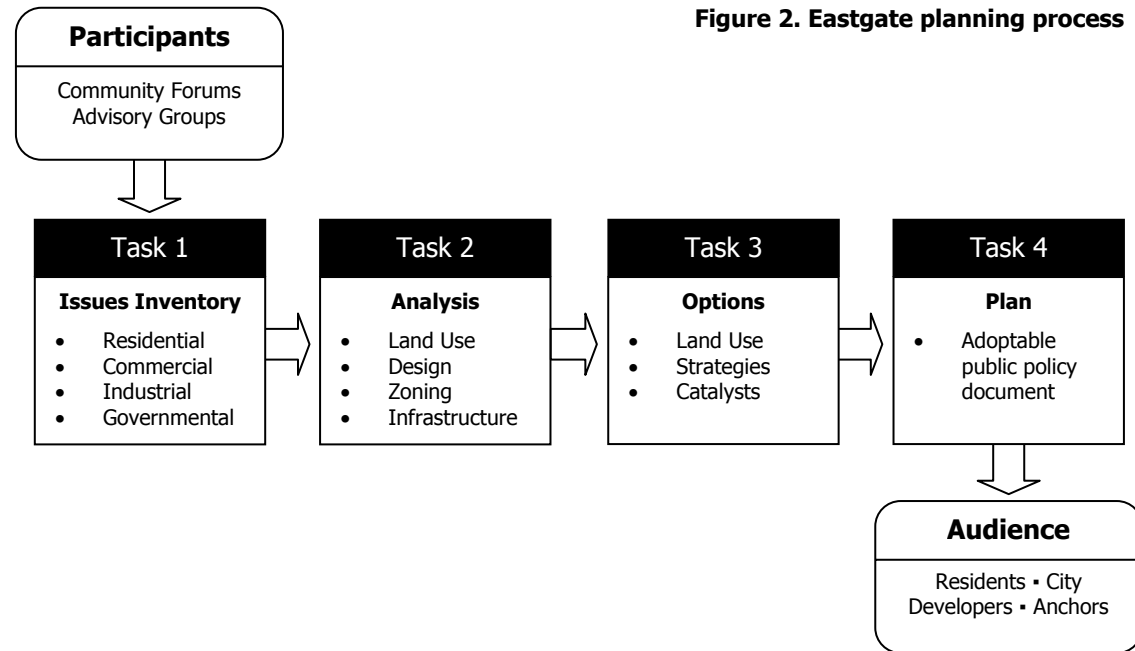
**Figure 1. Project area boundaries**



## Planning Process

The five-month planning process involved four main tasks. *Task 1: Issues Inventory* identified area concerns through a series of community forums, advisory group meetings and interviews with area business owners. *Task 2: Setting Analysis* involved an assessment of current planning and development efforts, as well as a profile of existing conditions. *Task 3: Development Options* looked at existing plans and proposed feasible land use, public improvements and available resources for several target development areas. This final document, *Task 4: Land Use and Development Plan*, summarizes the findings of the previous three tasks and outlines specific development projects by type, characteristics, size, cost and benefits.

The planning process included the structured involvement of institutional and development representatives, public agencies and the community at large. The process is illustrated in Figure 2 at right.



## Review of Issue Inventory

Task 1 of the Eastgate planning process was a comprehensive inventory of the issues that have affected, are affecting and may in the future affect, the quality of life for those who live and work in the Eastgate area.

The Task 1 summary report contains a detailed discussion of the issues identified by each of the four principal groups—neighborhood forum participants, and the three advisory groups: Technical, Community Development, and Interjurisdictional.

The issues came from a variety of sources—residents, business owners and operators, city representatives and elected officials—and cover a broad range of topics. From the standpoint of directing policy recommendations, however, some issues emerged as more influential, either as a function of the level of consensus among participants, or because they carried greater future implications regarding development in Eastgate. These issues have been organized into four general categories:

- Planning influences
- Infrastructure

- Economic & community development issues
- Transportation corridor

Individuals, businesses and organizations with a stake in the future of Eastgate represent a cross-section of interests, ranging from low density, single-family residential neighborhoods, to densely built pockets of industrial and commercial activity. Yet there was a surprising amount of consensus about the most important issues affecting them all. Chief among them is the importance of maintaining the area's character, while mitigating the problems associated with its relatively rural character. One challenge will be to maintain that character in the face of the inevitability of planned infrastructure improvements, and the city's need to have a consistent, compatible and comprehensive planning policy for the area now called Eastgate.

### **Review of Setting Analysis**

The issues identified in Task 1 led to a more detailed exploration of the facts related to those issues. While the Setting Analysis included a review of many factors, several emerge as having significant implications for planning and development activities within Eastgate.

Through the Setting Analysis, areas without an adopted area plan were identified. As a part of the final outcome of this report, land use recommendations must be made that are consistent with City policy and defensible with respect to existing and future activity in the area. The level of public investment in the area is significant, another key finding of the analysis. Public investment is being made in a variety of improvements—bridges, roads, flood control, etc.—and by both Kansas City, Missouri agencies and other regional entities such as the Missouri Department of Transportation and the US Army Corps of Engineers. Leading public investment of this type and at this level creates a unique opportunity to foster additional private development. Within Eastgate neighborhoods, the stability long enjoyed by residents might be threatened by the disparity between housing conditions and housing values, particularly given the large amounts of vacant land that lend themselves to development. Finally, the Eastgate corridor itself, and its supporting connectors, are the subject of short- and long-term planning and improvements by outside agencies, again reinforcing the critical timing of development planning. The existence of these plans also indicates a priority of planning initiatives, and sets the precedent for

public investment to lead private investment in terms of development.

### **Review of Development Options**

Task 3 integrated the issues identified in Task 1 with data about the current environment and planning influences collected and analyzed in Task 2. All of this information was used to define a development framework—working from small detail to big picture—as a meaningful context for generating potential scenarios for development that responded to the issues.

Development options were delineated to address the issues of stability within each of the major types of activity—neighborhood, commercial, and industrial—and to provide direction for the course of future development. The Task 3 report, Development Options, detailed 16 potential projects.

The Eastgate stakeholders—neighborhoods and advisory groups alike—reviewed the 16 development options. The input from these groups, along with a rating of evaluation criteria, led to the selection of four development options to be included in this document, the final plan. Selection criteria included:

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- Long-term vs. short-term development potential
- Interest or involvement by credible, identified redevelopment partners
- Required additional investment for redevelopment to be feasible
- Mitigation of problems identified by stakeholders
- Project's potential to serve as a catalyst for additional redevelopment or investment

The results of this analysis yielded the final set of development options, as well as a set of public policy recommendations, described in the final section of this report, Plan Recommendations.

### Plan Recommendations

The plan recommendations address the role of public policy in guiding development in the Eastgate Corridor.

The plan's recommendations include policy recommendations by category, and a redevelopment framework that describes four prototype development projects, to illustrate urban design concepts as an expression of the land use. Key recommendations include:

- Adopt land use changes to make proposed land use consistent with

city comprehensive plan, *FOCUS Kansas City*.

- Establish a preliminary framework for a proposed Blue Parkway Corridor Task Force to address interjurisdictional transportation and development issues among Kansas City, Raytown and Lee's Summit.
- Create a master plan for the city-owned property commonly known as the "Municipal Farm," along Coal Mine Road west of I-435.
- Establish design guidelines to assure compatible development. Specific design recommendations include:
  1. Extension of the boulevard designation along Blue Parkway
  2. Preservation of green space and terrain where possible
  3. Gateway enhancements
  4. Preservation of I-435 scenic view of downtown Kansas City
- The characteristics of mixed-use, nodal development, integration of open space and recreational opportunities, increased multi-modal access, and recognition of the existing neighborhood character, as illustrated in three prototype development projects and one design project.

The Development Options explored through the planning process in Task 3 yielded three prototype projects that present potential ways of combining opportunities for private development actions with private investment toward improving the area and setting the stage for additional investment within the various commercial and residential areas of Eastgate. The proposed projects and land uses are:

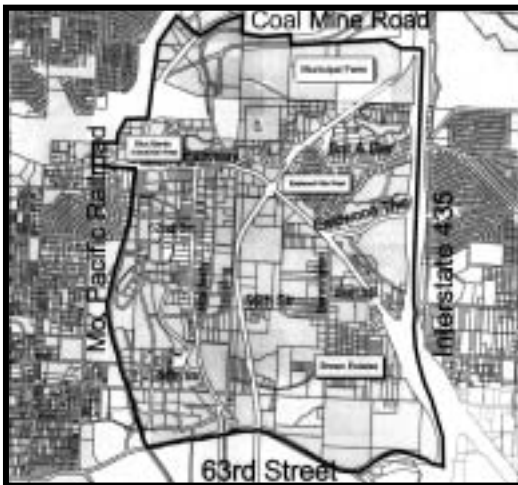
Project	Land Use
▪ <b>Prototype Project A:</b> Hardesty & Blue Parkway	Mixed use
▪ <b>Prototype Project B:</b> Bennington Ridge	Single family residential
▪ <b>Prototype Project C:</b> Blue River Baseball Park	Recreational and open space
▪ <b>Design Project 1:</b> Blue Parkway Gateway Features	Not applicable

This report represents the final report of this phase of the Eastgate Corridor planning process. Additional work remains to be done, including a Strategic Plan describing specific actions to be taken toward the completion of the projects and policies recommended in this report. Following completion of the Strategic Plan, an Implementation Plan will outline recommendations for ongoing funding and support of initiative.

*The Eastgate Land Use & Development Plan creates a deliberate future for the area along Blue Parkway, east of the Missouri Pacific Railroad. The plan involves the City of Kansas City, the Ewing Marion Kauffman Foundation, and the Eastgate community. The Economic Development Corporation of Kansas City and the Applied Urban Research Institute provide project support by respectively administering and writing the plan. Work began on this project in July 2000.*

*This document is the final of four reports produced as a part of the Eastgate planning process; it summarizes the key findings from the first three reports and provides land use recommendations and design guidelines.*

**Figure 3. Project area boundaries**



# Introduction

## Overview of the Planning Process

### Project Area

The area of study established for the *Eastgate Land Use & Development Plan* is Coal Mine Road on the north, 63<sup>rd</sup> Street on the south, the Missouri Pacific Railroad line on the west and I-435 on the east, as shown in Figure 3 and in the light yellow area in Figure 4.

Where applicable, influences in a larger Impact Area are considered (Figure 4). The boundaries of the Impact Area are 39<sup>th</sup> Street to the north, 63<sup>rd</sup> Street Trafficway to the south, Blue Ridge Cut-off to the east and Main Street to the west.

**Figure 4. Project area and impact area**



### Participants

The roles of the major organizations in this process are as follows:

- **Ewing Marion Kauffman Foundation** is providing the majority share of the funding for this process. As a Brush Creek Community Partner, the Kauffman Foundation supports the mission of developing partnerships that lead to a healthy and inclusive community.
- **City of Kansas City, Missouri** is also providing a share of the funding for this planning process, and the City plays an active role in the planning process sessions.
- In addition to these organizations, the **Eastgate community** plays a pivotal role in the planning process. The community is represented and involved in a variety of settings; residents participate through neighborhood forums, and businesses are engaged through a series of personal interviews.
- **Economic Development Corporation of Kansas City** is an organization that works to promote and facilitate redevelopment through innovative assistance to business and the community. The Economic Development Corporation is

participating as an Advisory Group member and is administering city funding for this project.

- **Applied Urban Research Institute** is a nonprofit organization that counts neighborhood planning, development planning and applied research among its charges. Its role is to prepare this land use and development plan for Eastgate Corridor stakeholders.

### Purpose

Kansas City's 1997 comprehensive and strategic plan, *FOCUS/Kansas City*, provides policy principles and a strategic framework for guiding development, managing growth, strengthening neighborhoods and connecting physical planning to social and economic concerns. Area plans, corridor plans, project plans or neighborhood plans are more detailed plans that provide guidance on development in specific areas of the city.

The Eastgate Corridor is increasingly the focus of infrastructure improvements and development interest as a result of development in the Brush Creek Corridor and in areas to the south and east of Eastgate. These forces drive the need for a comprehensive area assessment to determine how

future development can be directed to attain maximum benefits for the neighborhoods and businesses within Eastgate and the city at large.

External development will have an impact on the design, utility and development opportunities in the Eastgate Corridor. The purpose of this plan is to guide future investments by individual citizens, institutions and public agencies to create a strong, visible and cohesive identity supporting a critical eastern gateway into a major east-west corridor.



*Eastgate residents assist in prioritizing neighborhood issues in a Community Forum*



The *Eastgate Land Use & Development Plan* represents an opportunity to sensitively define, capitalize on, enhance and promote an area that provides entry to the city. This plan is designed to shape overall urban design, land use and landscape guidelines to:

- Stimulate involvement in community development
- Mobilize physical development
- Involve the community in a structured participation process

The Eastgate Corridor should be designed to ensure that visitors to the area know that they are in a particular place. A major focus of this plan will be to enhance, through policy and design recommendations, the value of Eastgate for those who live and work in the area.

Eastgate is located along an important metropolitan area east-west axis, as Figure 5 at right illustrates.

**Figure 5. Eastgate in the metropolitan Kansas City context**



### Planning Process Overview

The Eastgate planning process includes the structured involvement of institutional and development representatives, public agencies and the community at large. The process is illustrated in Figure 6 on the next page.

### Task 1

#### Community Issues Inventory

Preparing the community issues inventory was the first task of the project and the subject of the first summary report. The task began with an inventory of current Eastgate issues identified through a series of community forums and advisory group meetings.

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Three different advisory groups were convened, with the following representatives:

- **Technical Advisory Group**  
KCMO Fire Department, KCMO Parks, Recreation & Boulevards Department, KCMO Police Department, KCMO Public Works Department, KCMO Water Services Department, Kansas City Area Transportation Authority and Metropolitan Ambulance Service Trust (MAST).
- **Community Development Advisory Group**  
Economic Development Corporation, Zimmer & Associates, Community Builders of Kansas City, Brush Creek Community Partners, Bank of America, Mazuma Credit Union, Eastgate business leaders and residents.
- **Interjurisdictional Advisory Group**  
Office of 5th District Councilwoman Becky Nace, City of Raytown, City of Lee's Summit, Mid-America Regional Council and Missouri Department of Transportation.

In addition, staff from the City Planning & Development Department serve on each of the Advisory Groups,

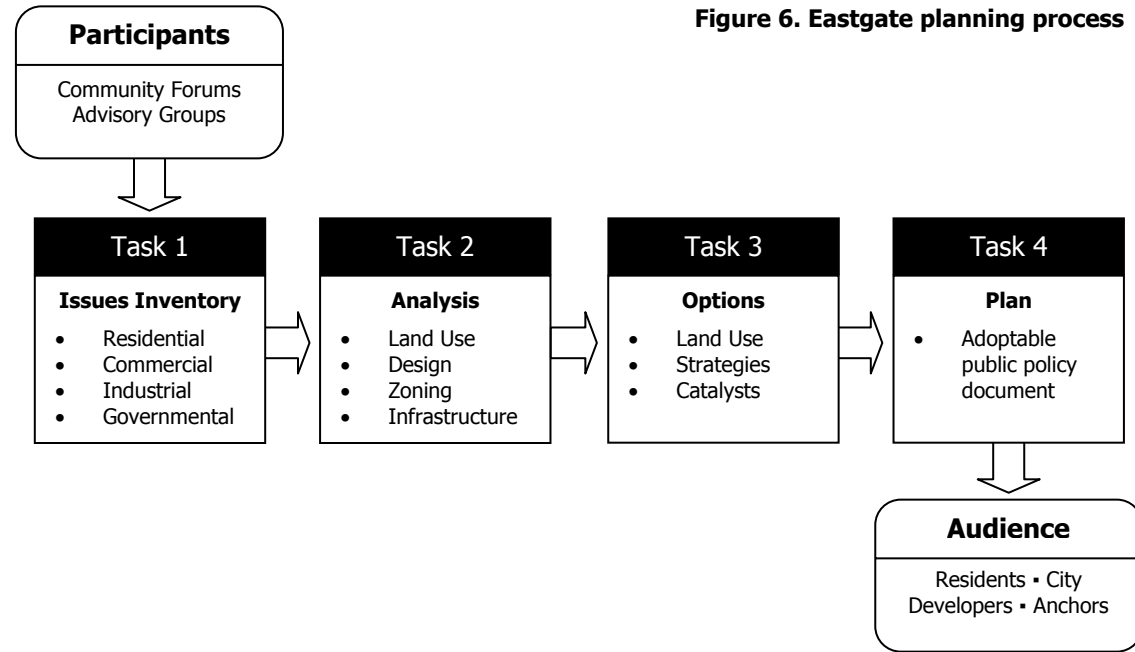


Figure 6. Eastgate planning process

attend all community forums, and provide planning oversight for the project.

Individual interviews with area businesses also provided insight into community issues. By meeting with various stakeholders, the planning team assembled a profile of existing conditions and shared issues of concern that are detailed in the first report.

Additional community forums and advisory group meetings were convened in support of subsequent tasks.

### Task 2

#### Setting Analysis

This task involved creating a comprehensive inventory of information relevant to the current environment in Eastgate. Participants of the various advisory groups as well as the community forums were asked to provide information to include in this inventory. In addition, other public agencies were contacted for their input, to ensure that resulting planning recommendations were based on a thorough understanding of existing conditions. After the data were aggregated and analyzed, study



participants were asked to review the Setting Analysis summary report.

### Task 3

#### Planning Options Framework

The focus of Task 3, which built on the results of the setting analysis, was to create a development framework that identified feasible land uses, projected improvements, and available resources.

Sixteen potential projects were outlined in detail, including a rating of feasibility based on the development time frame, identified partners, level of additional investment for redevelopment, mitigation of area problems, and catalyst potential for additional redevelopment or investment.

### Task 4

#### Land Use and Development Plan

This final task builds upon the information of the three previous tasks to propose a land use plan for the study area. This land use plan documents existing land use, proposed land use changes and possible development scenarios.

## Next Steps

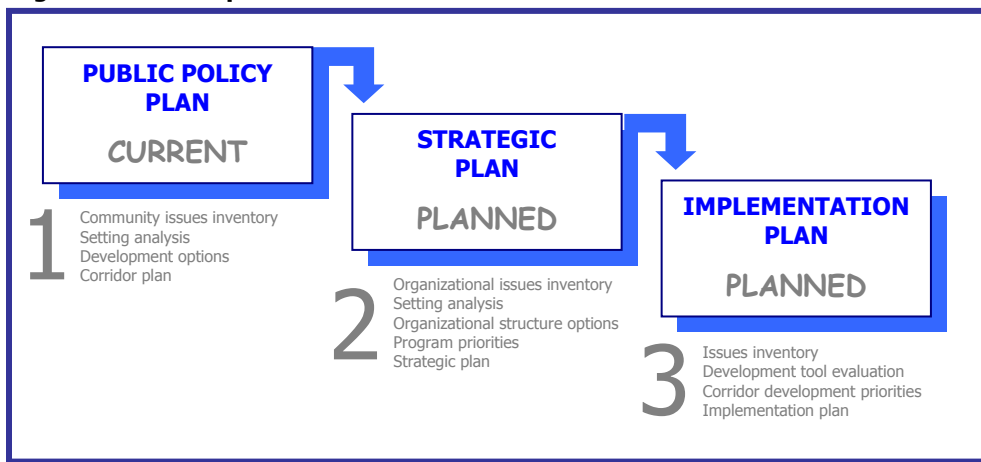
This report represents the final report of this phase of the Eastgate Corridor planning process. Additional work remains to be done, as shown in Figure 7 below. The strategic planning process was launched in mid-2001. This plan will describe specific actions to be taken toward the completion of the projects and policies recommended in this, the Task 4 report. Included in those actions may be such elements as identifying individuals or organizations to take the lead role in implementing actions, the possible creation of organizations specifically designed to address issues, collaborative efforts with various groups with a stake in Eastgate's future, and a prioritization of steps. Following completion of the Strategic Plan, the

Implementation Plan is scheduled to begin in Fall 2001. From the strategies and steps outlined in the Strategic Plan will come recommendations for ongoing funding and support of initiatives.

## Summary

Because of its strategic gateway location, Eastgate stands out as an area with significant potential. Eastgate can benefit from an integrated approach to development, which is the intent of the *Eastgate Land Use & Development Plan*. The plan started with consideration of the concerns of local neighborhoods and institutions and overlaid the framework of existing conditions and plans for the area. From this base of information, the process extended to development options and the methods the community can use to achieve its goals.

Figure 7. Next steps



*Task 1 of the Eastgate planning process was a comprehensive exploration of the issues that have affected, are affecting and may in the future affect, the quality of life for those who live and work in the Eastgate area. Because the future of Eastgate is best informed by these issues, they provide the first direction for planning and land use recommendations within the area.*

*The Task 1 summary report contains a detailed discussion of the issues identified by each of the four principal groups—the neighborhood forum participants, and the three advisory groups: Technical, Community Development, and Interjurisdictional. The issues these groups identified are summarized in this section.*

# Review of Issue Inventory

## Summary of Task 1

### Issue Inventory

Table 1 below outlines the issues identified during Task 1. They are summarized in greater detail in the following paragraphs.

#### Flood Control

Flood control improvements are planned along the Blue River. Work on this project has already begun and will be ongoing for the next two years. One area along Hardesty will remain in the 100-year floodplain. Areas along Blue

Parkway as far east as the Kansas City Southern Bridge are prone to storm water run-off flooding, which may not be fully mitigated by the Blue River realignment and flood control. If Blue Parkway is to be widened (as has been discussed), flooding along the roadway will need to be addressed.

#### Transportation & Traffic

Eastgate has several known high-accident intersections along Blue Parkway, most notably at Hardesty, Sni-a-bar, and 55<sup>th</sup> Street. The city

**Table 1. Task 1 issues**

<b>Flood Control</b>	<ul style="list-style-type: none"> <li>Blue River improvements</li> <li>Hardesty floodplain</li> <li>Blue Parkway run-off flooding</li> </ul>
<b>Transportation &amp; Traffic</b>	<ul style="list-style-type: none"> <li>Hardesty at Blue Parkway</li> <li>Sni-a-bar at Blue Parkway</li> <li>55<sup>th</sup> at Blue Parkway</li> <li>Coal Mine Road</li> </ul>
<b>Infrastructure</b>	<ul style="list-style-type: none"> <li>Blue River bridge</li> <li>Bridges over railroad (Sni-a-bar, 56<sup>th</sup> Street, 58<sup>th</sup> Street)</li> <li>Sewer (55<sup>th</sup> &amp; Bennington, along Hardesty)</li> </ul>
<b>Development</b>	<ul style="list-style-type: none"> <li>Vacant commercial</li> <li>Municipal property</li> </ul>
<b>Property Maintenance</b>	<ul style="list-style-type: none"> <li>Excessive noise</li> <li>Littering</li> <li>Illegal dumping</li> </ul>
<b>Neighborhoods</b>	<ul style="list-style-type: none"> <li>Stagnant housing market</li> <li>New market-rate housing</li> <li>Support diversity</li> </ul>

## REVIEW OF ISSUE INVENTORY

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has plans for improvements at each of these intersections. Coal Mine Road will be realigned to connect with Hardesty, and the intersection will be improved. Sni-a-bar will be reconfigured to a 90° intersection with Blue Parkway. Blue Parkway & 55<sup>th</sup> Street will be given a turn lane. The timeframe for these improvements ranges from within 18 months (Hardesty & Blue Parkway), to 3 years (55<sup>th</sup> & Blue Parkway). In general, sight lines might be improved by better maintenance of overgrowth at each of these areas, as well as other locations throughout Eastgate. Traffic problems may intensify in the area in the short term as major highway repairs begin in areas to the south and southeast.

### **Infrastructure**

The flood control and traffic issues mentioned previously are part of the infrastructure issues to be considered. As part of these improvements, the lower Blue River bridge is scheduled for removal, and improvements are planned for the primary bridge. Smaller bridges that span the Kansas City Southern Railroad line are scheduled for replacement. These three bridges cross the rail line at Sni-a-bar, at 56<sup>th</sup> and at 58<sup>th</sup> Streets.

Another major infrastructure issue is the lack of sewers. Presently, septic tank systems rather than public sewers serve most of Eastgate. One area in particular, near 55<sup>th</sup> & Bennington, is scheduled for improvements mandated by the state that would eliminate "tight lines" (local septic collector system) by connecting affected houses to a new trunk line. Residents that will not directly benefit from these improvements have expressed dissatisfaction with the related assessments. Water & Pollution Control is also exploring the possibility of sewer improvements along Hardesty.

### **Development**

Residents welcome more business, particularly basic services that are in short supply in the area. The sense of need is heightened by the fact that some smaller, neighborhood commercial areas nearby have recently closed. These and other vacant properties contribute to a negative image of the area in terms of development potential. One area of concern, particularly for residents of Eastwood Hills, is the municipal property along Coal Mine Road. Commonly referred to as the "Municipal Farm" (along with property on the east side of I-435), the area is home to facilities for several departments, including Public Works, Sewer Design,

Neighborhood & Community Services, Water Services, the Police Department, and the Municipal Court.

### **Property Maintenance**

Business owners and residents alike expressed concerns about portions of the commercial and industrial areas that appear blighted and detract from the area's appearance. Some residents cited many nuisance issues, including excessive noise from siren testing by MAST and from the nearby police department firing range. Another aesthetic issue is that the density of vegetation and the relative isolation of some parts of Eastgate make it vulnerable to littering and illegal dumping.

### **Neighborhoods**

Neighbors see the housing situation as stagnant, and expressed a concern that any additional housing be market-rate based. They prefer that housing density levels be kept low. Neighbors also recognize the value of the economic and racial diversity of the area, and want to ensure that any development activity support that feature.

## Issue Integration

The issues came from a variety of sources—residents, business owners and operators, city representatives and elected officials—and cover a broad range of topics. From the standpoint of directing policy recommendations, however, some issues emerged as more influential, either as a function of the level of consensus among participants, or because they carried greater future implications regarding development in Eastgate. These issues have been organized into four general categories:

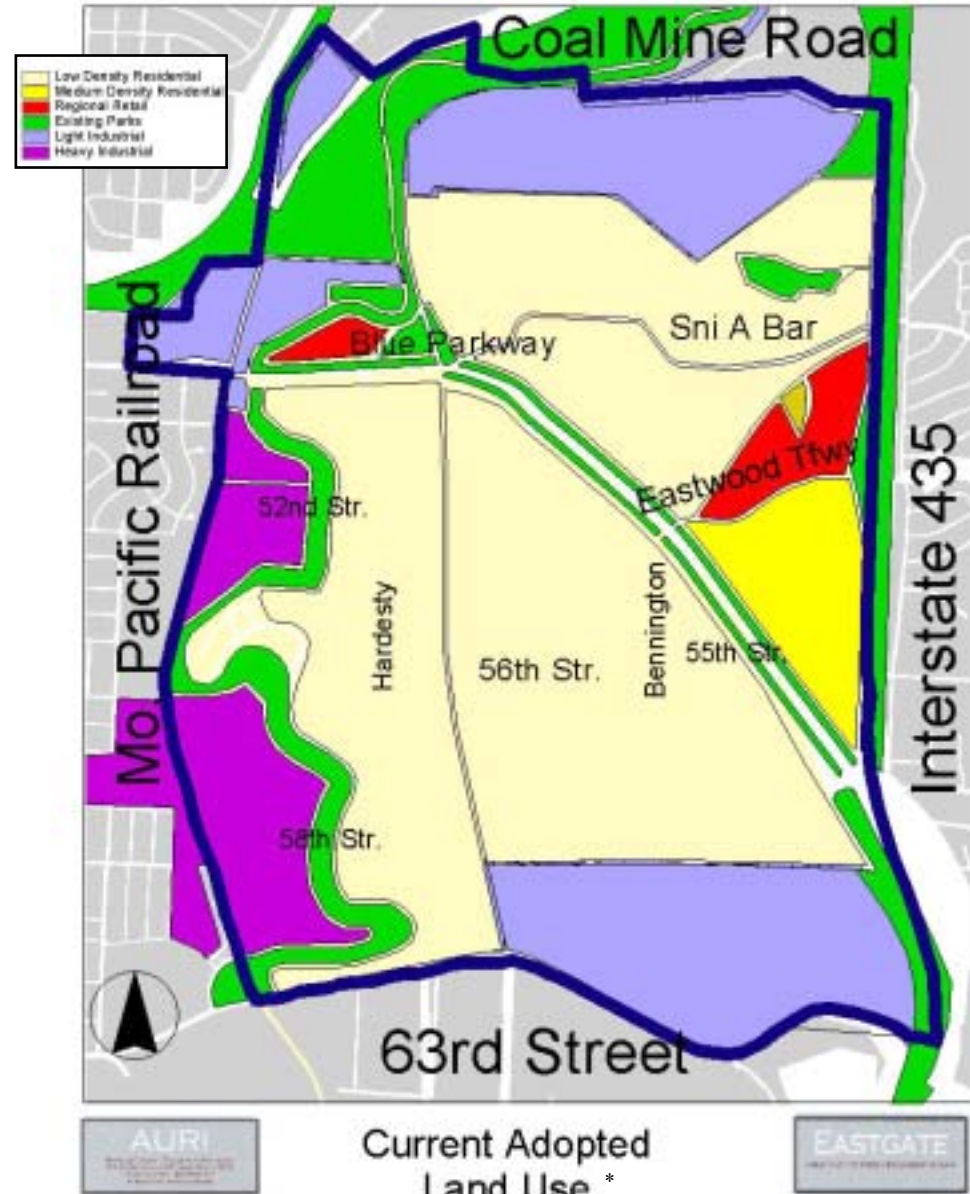
- Planning influences
- Infrastructure
- Economic & community development issues
- Transportation corridor

### Issue #1

#### Planning Influences

One of the first issues identified was that a geographically specific area plan had never been prepared for areas south of Blue Parkway, north of 59<sup>th</sup> Street and east of the Blue River in Eastgate. Area plans provide policy guidance for decisions made by the City for specific areas. Perhaps the most frequent application for area plans is to guide development projects by recommending the location of future land uses, design

Figure 8. Current adopted land use



\*See relevant Area Plans for more current information



## REVIEW OF ISSUE INVENTORY

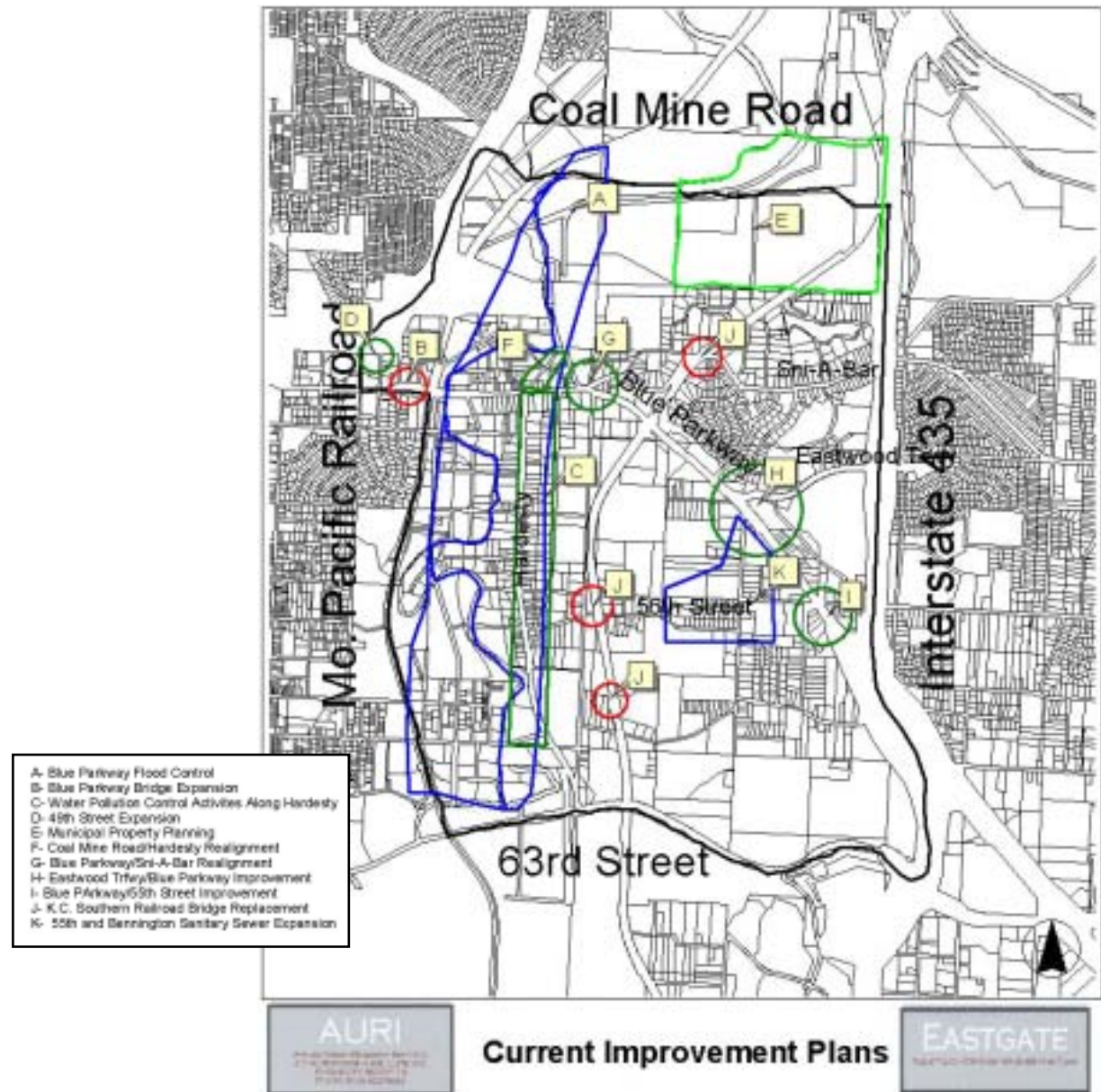
guidelines and identifying development constraints. These land use recommendations are used to guide and justify zoning decisions made by the City. While most areas of the City are covered by an area-specific plan, there is a large portion of Eastgate that is not. That is not to say that the City has not adopted land use policies to guide development in the area. The *FOCUS Kansas City Plan* provides land use recommendations for those areas without an adopted area-specific land use plan (see Figure 8 on previous page). However, the FOCUS recommendations are more general than land use recommendations in area specific plans.

### Issue #2

#### Infrastructure

Well before the Eastgate project began, local and regional agencies charged with maintaining public infrastructure had begun the process of planning and funding key improvements in the area. Figure 9 illustrates the areas where those improvements were identified, and the projects are described below. In planning sessions associated with this task, the Technical Advisory Group discussed public infrastructure issues relevant to the Eastgate Corridor. Further discussions with the members of the Technical Advisory Group

Figure 9. Current improvement plans



identified additional issues, including those within the larger Impact Area, possible improvements not yet funded or scheduled, and areas of concern or interest to the members of the group. Both planned and potential improvements are discussed below by category, referencing their location on the map.

#### **Flood Control & Water Service Issues**

Flood control improvements are planned along the Blue River from the Stadium to Brush Creek (Area A); this ties into flood control activities proposed for the Blue River along 63<sup>rd</sup> Street. Blue River activities are expected to begin within the next few months and will be ongoing for approximately two years. Storm water drainage activities are slated for Hardesty, but one section of this roadway will remain in the 100-year flood plain (Area C).

The Public Works Department is aware of unresolved septic tank issues on Sni-a-bar and south of Blue Parkway. There are also water line issues in the bottomlands along the Blue River. There are no extensive flood control plans on Brush Creek. The Corps of Engineers will be applying for funding through their 1135 Program to begin ecosystem restoration work along Brush Creek. The way Brush Creek flows into the Blue River will be

changed. Timing on these projects has not been addressed.

Blue River Flood Control is an estimated \$235 million Corps of Engineers project that the Corps forecasts for completion in 2005. Flood control measures would extend from the Missouri River to 63<sup>rd</sup> Street. The City's share of the project totals approximately 15%. Proposed development related to the Blue River project includes reconstruction of the Blue Parkway Bridge over the Blue River, redevelopment of Hardesty at Blue Parkway, new life for some older industrial areas in the Blue River valley, and the possibility of extending Blue Parkway improvements further east beyond the Blue River. These will be dependent on additional city, state and federal funding.

Members of the Technical Advisory Group acknowledged that there will need to be good communication with residences and businesses affected by, and possibly cut off as a result of, flood control activities and bridge reconstruction.

The State of Missouri has mandated that the City make sewer improvements to eliminate tight lines serving the area near 56<sup>th</sup> & Bennington (Area K).

These tight lines serve a two-block area developed in the 1960s, which incorporated a localized system of conduits to take effluent from the residents to a leaching system that existed just west of Bennington. According to the state's records, this system no longer exists, and the percolation of raw sewage into the ground and the water table represent a health risk significant enough to require that the system be connected to the city's sewer system. Residents within four sewer districts will be assessed for these improvements.

There may be infrastructure issues of concern to the tenants and property owners in the Blue Banks Industrial Area. These will need to be assessed separately. There are many parts of the Eastgate Corridor that have insufficient infrastructure, such as a lack of connections to the sewer system and undersized water mains.

#### **Transportation Issues**

An extension of 49<sup>th</sup> Street is planned from Lister to Elmwood (Area D). Most of the right-of-way has been acquired, but no further timing details have been determined. A traffic light will eventually need to be installed in conjunction with this project. There are plans to realign Coal Mine Road to



## REVIEW OF ISSUE INVENTORY

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align with Hardesty (Area F), and increase the realigned roadway to four lanes. The project will be done in concert with the Stadium to Brush Creek flood control project. The intersection of Blue Parkway and Sni-a-bar will be realigned to improve sight lines (Area G). In addition, a left turn lane will be added to the eastbound lane of Blue Parkway. In the vicinity of Eastwood Trafficway and Blue Parkway, there are plans for culvert extension and improvement, and the addition of turn lanes (Area H). At Blue Parkway and 55<sup>th</sup> Street, a turn lane will be added (Area I).

The Parks, Recreation and Boulevards Department is exploring the possibility of a bike path that may traverse parts of the Eastgate Corridor. Currently, this possibility is only in the discussion phase. The Board of Parks and Recreation Commissioners has adopted a Bicycle Route Plan that includes routes along some boulevards, the Blue River and the Little Blue River to the east. Some bicycling along Brush Creek and along boulevards is possible, but formal bicycle route markings do not exist. The Street and Sidewalks Design Standards Task Force, which is a staff committee chaired by the Public Works Department, is developing recommendations for

additional bicycle routes that would focus on both commuter and recreational routes.

The City Planning & Development Department is currently developing a comprehensive pedestrian plan for the city that may have implications for the Eastgate Corridor.

Some advisory group members suggested making Blue Parkway six lanes all the way to its connection with 350 Highway.

Some street improvements and other projects in the larger Impact Area are being discussed, and may have implications for the Eastgate Corridor. These include changes in the entrance to Swope Park on 63<sup>rd</sup> Street and improvements to the Manchester Trafficway/Stadium Drive area near the Sports Complex. In addition, many parts of the Eastgate Corridor have narrow, unimproved streets and an incomplete street grid.

A planned Blue Parkway expansion project would remove the lower bridge on Blue Parkway and possibly enhance or modify the upper Blue Parkway bridge in order to address various traffic issues (Area B). Timing on this project is undetermined. Three bridges

over the Kansas City Southern rail line will be replaced (Area J). The bridges are at Sni-a-bar, 56<sup>th</sup> Street, and 58<sup>th</sup> Street. Replacement activities are approximately two years out. Further replacement activities are slated in about three years for two bridges over Round Grove Creek, outside of the Study Area, but within the Impact Area; the first is just past the animal impound facility near the Stadium Complex, and the second is west of the entrance to the stadium. Multi-modal transportation is a particular challenge in the Eastgate Corridor. The convenience of the freeway system and the low-density development make it more difficult to increase choice in transportation than in more densely developed areas.

### **Municipal Property Issues**

Several City departments operate facilities on municipal property in the northern part of the area. There has been discussion of various changes, including the possibility of siting a tow lot, and a possible change to the Round Grove Watershed Area pumping station (Area E).

### Outside Influences

Fire stations at 47<sup>th</sup> Street and Pitman Road, and at 50<sup>th</sup> Street and Swope Parkway are slated for reconstruction; this may cause slightly longer response times during reconstruction. The reconstruction schedule has not been determined.

*FOCUS Kansas City* cites several citywide development goals that may have specific relevance for the Eastgate project, including mixed-use development, multi-modal transportation, and light rail transit.

The advisory group listed several organizations that may need to be consulted as further tasks of the Eastgate Corridor plan are developed. These include the Blue River Redevelopment Team, the Brownfield Redevelopment Team, the Kansas City Industrial Development Authority, and the Economic Development Corporation.

The group suggested contacting the Civil War Roundtable about the Byram's Ford Historic District.

### Issue #3

#### Economic & Community Development

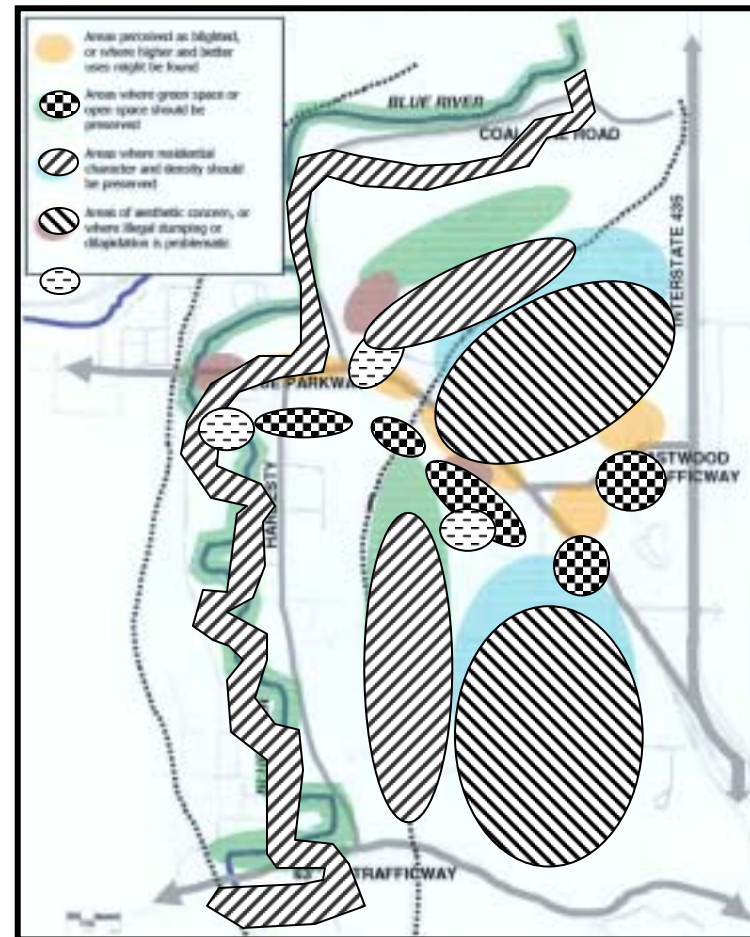
Although located in the urban core, the Eastgate area is unique in its strong rural character. This quality is valued highly by the residents, as expressed in the neighborhood forums.

Businesses, too, shared that they value the uniqueness of the area.

Eastgate is home to a relatively large area dedicated to industrial uses that co-exist well with the surrounding residential uses, something often difficult to find within the urban core. In addition, both residents and neighbors stressed the importance of maintaining the natural landscape (hilly topography, open areas, greenways, woodlands, vistas and views) while mitigating the problems associated with these features, including illegal dumping, flooding, and obstructed views that can cause traffic problems. Figure 10 illustrates locations that were cited

by participants as areas where either the character needs to be preserved, or where improvements need to be made to maintain that character.

Figure 10. Development issues



### **Issue #4**

#### **Transportation Corridor**

Blue Parkway, the central artery through the Eastgate area, is part of a significant transportation corridor that connects the Westport/Plaza/Midtown area with other parts of metropolitan Kansas City via I-435 and 350 Highway, with connections to I-70, I-470, U.S. 71 and U.S. 50.

While Eastgate services and infrastructure support the residents of the area, they also support commuters, shoppers, and visitors traveling through the area. In that respect, Eastgate is properly nicknamed—it serves a gateway function for travelers. Residents, businesses, and public officials alike recognized this capacity for Eastgate, and stressed the need to strengthen the area's identity in this respect.

Beyond the immediate study area, Eastgate has an impact on other communities. Suburban cities to the southeast also recognize that the entire area needs coordination of transportation corridor-related planning, including not only gateway features, but also consideration of coordinated economic and community development.

### **Summary**

Those individuals, businesses and organizations with a stake in the future of Eastgate represent a cross-section of interests, ranging from low density, single-family residential neighborhoods, to densely built pockets of industrial and commercial activity. Yet there was a surprising amount of consensus about the most important issues affecting them all. Chief among them is the importance of maintaining the area's character, while mitigating the problems associated with its relatively rural character. One challenge will be to maintain that character in the face of the inevitability of planned infrastructure improvements, and the city's need to have a consistent, compatible and comprehensive planning policy for the area now called Eastgate.

*To shed additional light on the issues identified by Eastgate planning participants, and to increase the city's database of information on the area, the project team profiled the area in terms of traditional measures, including demographics, economic activity, and the current planning environment. This information is provided in detail in the Task 2 report, Setting Analysis. Data include:*

- *Demographics: population, households, age, race, and income*
- *Housing: occupancy, type, value, rent, age, building permits, ownership*
- *Land use and zoning: existing land use, adopted land use, zoning*
- *Infrastructure: streets, current improvement plans, sewer*
- *Natural features: watershed, floodplain, topography*
- *Business and development: employment, business impacts, construction activity, economic development incentives*
- *Neighborhood and community: school districts, landmarks and activity centers, crime*

## Review of Setting Analysis

### Summary of Task 2

#### Current Environment

Taken together, data about the current environment present a picture of the Eastgate area, on average. The following are highlights from this analysis.

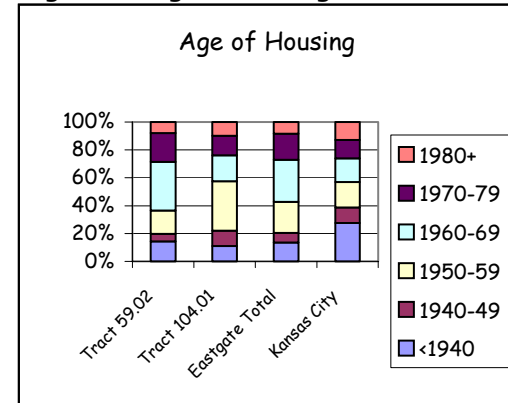
#### Demographics

- While Eastgate population has remained stable, households have declined, indicating a shift to larger household sizes than in the past.
- Median household income is not significantly different from that of Kansas City.
- Distribution of both age and race are similar to Kansas City's.
- Generally, from the standpoint of demographic characteristics, Eastgate is a fairly typical Kansas City community.

#### Housing

- The occupancy and household type characteristics of Eastgate show the area to be significantly below the city norms for both renter-occupied and multi-family housing, indicating a lack of these housing options.

**Figure 11. Age of housing**



- While Eastgate housing stock is generally younger than Kansas City's total housing stock, the median housing values fall short, indicating that Eastgate housing may not have the value of similar housing elsewhere in the city. See Figure 11.

#### Land Use & Zoning

- Eastgate is similar to Kansas City in that vacant land is the dominant land use, but atypical when it comes to its share of industrial land uses (higher than average), and public land uses (lower than average). See Table 2.
- The dominant zoning classification within Eastgate is single family.
- Generally, existing land use is compliant with the city's policy.

## REVIEW OF SETTING ANALYSIS

**Table 2. Land use by percent**

Land Uses	Eastgate	Kansas City
Single Family	29.7%	21.8%
Multifamily	2.1%	2.1%
Commercial	3.2%	2.8%
Industrial	17.3%	4.2%
Recreational	3.1%	5.1%
Public	2.5%	6.2%
Vacant	42.1%	57.8%

### Infrastructure

- Lack of street improvements within Eastgate is a deterrent to future development.
- Lack of an adequate sewer system is also a deterrent; however, the one area of planned improvements is currently designed to benefit only a small residential area of Eastgate.
- Lack of connectivity within the area's street network is the natural result of many factors, including residential density and natural terrain; however, it also isolates some parts of the neighborhoods within the area (see Figure 12).
- A wide range of improvement projects, particularly along Eastgate's western boundary, will create as a matter of consequence some development opportunities.

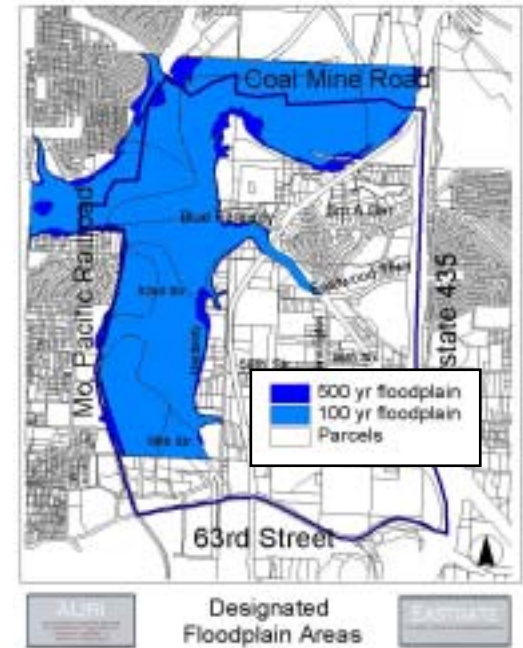
### Natural Features

- There are eight watersheds in the Eastgate study area.
- Portions of the Eastgate area are in the 100- and 500-year floodplains, with the Blue River as the primary source of potential flooding (see Figure 13). This is likely to change as a result of planned channel improvements by the U.S. Army Corps of Engineers.
- Eastgate has the variety of topographic features typical of a river valley, some of which (steep slopes, rock outcroppings)

**Figure 12: Major street plan**



**Figure 13: Floodplain areas**



contribute to the low density of development and lack of street connectivity.

### Business & Development

- Eastgate is a significant business center, primarily for manufacturing businesses within the urban core. This is based on both employment levels and annual sales.



- Construction activity levels indicate that no significant business investment has been made in the Eastgate area in the last decade.
- Eastgate has only one area in which specific development tools have been applied, Eastwood Trafficway Urban Renewal Area (Figure 14).

**Figure 14: Development tools**



### Neighborhood & Community

- Most of the residential areas of Eastgate are served by the Raytown School District, the rest by the

Kansas City, Missouri School District.

- Eastgate's most notable landmarks and activity centers are the Byram's Ford Historic District, MAST Headquarters and Ararat Shrine.
- The perception of high crime in Eastgate is at odds with the data showing relatively low per capita crime.

### Plan Inventory

A plan inventory is a comprehensive approach to assessing development influences by both public and private entities. Plans produced by the City of Kansas City and affiliated public agencies, along with commercial, residential and institutional plans, were reviewed in Task 2. Table 3 on the next page lists the plans by type.

*Citywide plans* have general application throughout Kansas City, Missouri, with some specific recommendations for particular geographic areas.

*Area plans*, adopted by City Council and later amended by subsequent project plans, establish the land use policy of the City for specific planning areas.

*Land use and development plans* make public policy recommendations, including changes in land use and zoning that facilitate development action for specific areas.

*Project plans*, including neighborhood plans and redevelopment plans, must be in compliance with area plans when they make land use recommendations and are adopted by City Council, or must be accompanied by land use plan amendment recommendations, or must be declared the plan of record.

*Other plans and studies* is a general category of plans undertaken by City departments and other public agencies to evaluate policy options and opportunities for development.

*Private plans* in the area encompass both development projects by for-profit, nonprofit and institutional entities.



## REVIEW OF SETTING ANALYSIS

**Table 3. Plans by type**

Citywide	Area	Land Use & Development	Project	Other Plans & Studies	Private Plans
A City Plan for Urban Design	Oak Park South Area Plan	Blue Parkway Land Use & Development Plan	Eastwood Trafficway Urban Renewal Area Plan	The Vision Plan: Brush Creek Cultural Corridor	Bennington Ridge Housing, CBKC
Consolidated Housing & Community Development Plan	Sports Complex Area Plan	Brush Creek Corridor Land Use & Development Plan	Brush Creek Corridor Tax Increment Financing Plan		Blue Parkway Area Development Proposal
Five Year Capital Improvements Plan	Town Fork Creek Area Plan	Winchester Land Use & Development Plan	Mt. Cleveland Neighborhood Plan		Kansas City Credit Union
FOCUS Kansas City					
Major Street Plan					
MARC Transportation 2020					
A Plan for Parks, Recreation and Boulevards					

### Issue Integration

The data taken together provide some insight into the Eastgate history and current character. But individual data, when viewed in light of the issues identified previously as most pertinent, begin to give insight into possible planning recommendations. The following is a more detailed look at selected data, in relationship to the issues identified.

### Issue #1

#### Planning Influences

**Analysis Factors:** *Existing and policy land use, zoning, and area*

Figure 15 on the next pages illustrates the areas within Eastgate for which plans have already formalized the city's public policy on land use. The relationship of these plans to Eastgate is as follows:

- *Sports Complex Area Plan*, adopted January 1973 and amended in 1997, recommends land use for the areas

north and east of Blue Parkway and beyond, including the Eastwood Hills neighborhood, the municipal property along Coal Mine Road, and the residential area along Eastwood Trafficway.

- *Oak Park South Area Plan*, adopted in May 1977 and amended as recently as 1999, covers areas north and west of Eastgate, but includes the Blue Banks Industrial area within Eastgate.
- *Town Fork Creek Plan*, adopted in March 1978 and amended as recently as 1994, covers the industrial areas of Eastgate west of the Blue River and east of the Missouri Pacific Line.
- *Winchester Land Use & Development Plan*, adopted in 1993 and amended in 1997, covers the areas south of 59<sup>th</sup> Street, and east of the Kansas City Southern line.

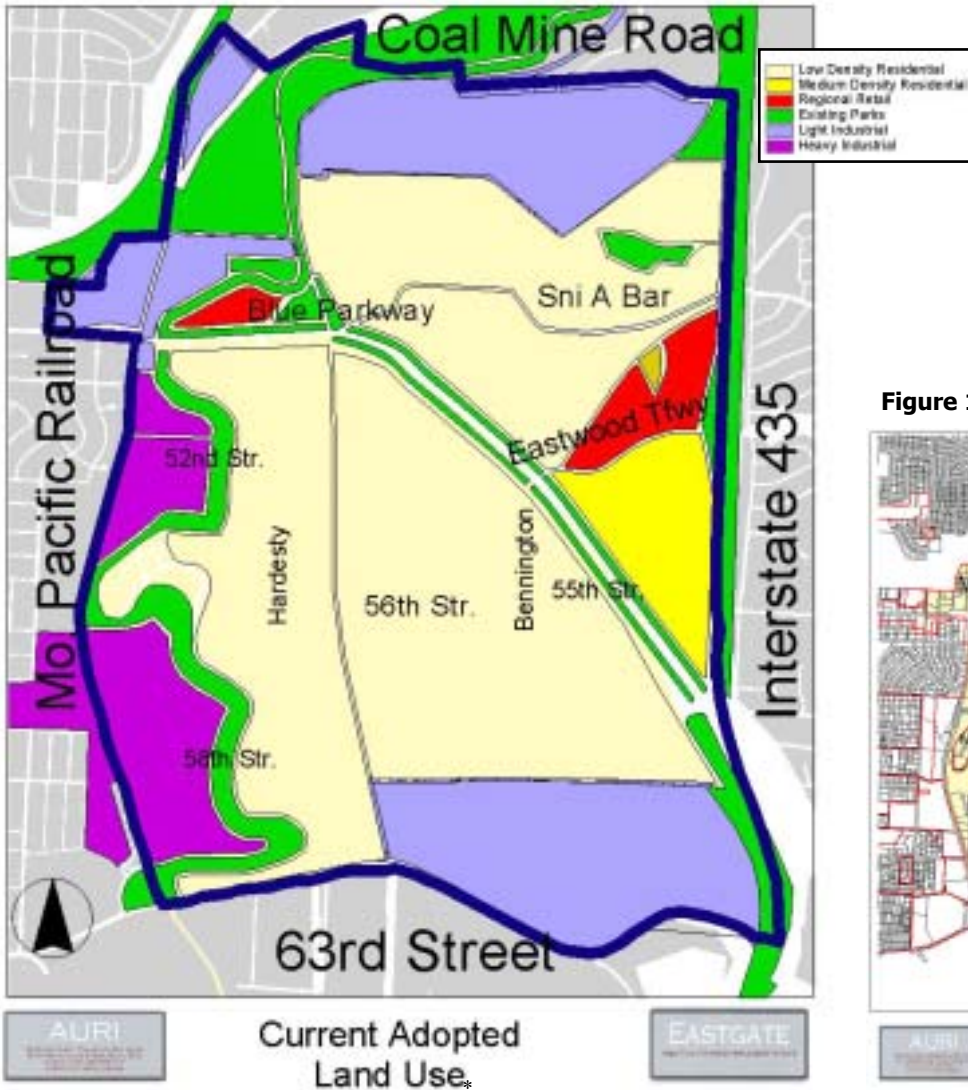
While these area plans cover the edges of Eastgate, there is a large area in the center of the Eastgate area (north of 59<sup>th</sup> Street, south of Blue Parkway, east of the Blue River) that has no area-specific land use plan.

However, the area is provided land use policy by the *FOCUS Kansas City Plan*, which recommends low-density

residential land use for the area. Zoning for this area is consistent with its existing land use, which is predominantly low-density residential (Figure 16).

Residential density in Eastgate is relatively low (see Table 4 on next page). For Kansas City, Missouri, a low-density residential land use designation is defined as a density range of 0-7.2 units per acre. Throughout Eastgate, residential densities are significantly below the maximum low-density level of 7.2 units per acre. In Eastwood Hills where lot sizes are large but generally uniform, density is at its highest, but is less than two units per acre. Density is notably lower in Brown Estates, but the lot sizes are more variable, and so the average density factor is less representative of any individual situation.

**Figure 15. Current adopted land use**



**Figure 16. Existing zoning**



\*See relevant Area Plans for more current information

## REVIEW OF SETTING ANALYSIS

**Table 4. Residential density**

AREA	Acres	Houses	Houses per Acre
Eastwood Hills	172	321	1.87
Brown Estates	708	573	0.81
Eastwood Hills & Brown Estates combined	880	894	1.02

### Issue #2

#### Infrastructure

**Analysis Factors:** *Current improvement plans, water, sewer, streets, watershed, floodplain*

Improvement plans identified earlier in the Issues Inventory also represent the first level of analysis. The flood control activities currently underway by the City address the need for flood control in the large portion of Eastgate lying within the 100-year flood plain.



*Example of infrastructure issues in Eastwood Hills: dead-end street, lack of sidewalks and standard curbs and gutters*

Planned traffic improvements are the result of problem areas previously identified by the City through traffic and accident count reports. Because these plans are already in progress, they represent not only *issues* (meaning factors to consider in planning recommendations), but part of the *setting analysis* (meaning facts which indicate the direction of possible development.)

The planned improvements, as discussed in the previous section will create opportunities for redevelopment, but other parts of Eastgate still lack in infrastructure, and these deficits will also have an affect on future development activity. The lack of public sewer service throughout the entire area is problematic, but the fact that some sewer improvements are required in the central part of Eastgate makes the possibility of future development more feasible. Within the neighborhoods, streets lack curbs, gutters and sidewalks, adding to the image of the area as unimproved. This

lack of infrastructure extends to Blue Parkway itself, where the need for such improvements is critical to future development.

In short, while planned improvements will facilitate development opportunity in much of the Eastgate area, the work remaining to be done is considerable, and will be required before the area's full development potential can be realized. These additional improvements will need to be incorporated into proposed planning recommendations.

### Issue #3

#### Economic & Community Development

**Analysis Factors:** *Demographics, housing, property*

Social and economic indicators reveal two contrasting pictures of Eastgate. On the demographic side, Eastgate seems very much like an average Kansas City community. While its population is relatively small for the area, (estimated at around 4,200 residents), its composition was very similar to the average Kansas City experience based on 1990 Census data:

- Racial composition that is approximately 65% white, 35% black
- Half the population falling within the age range of 25 to 60
- Average household incomes of approximately \$26,000

In terms of housing, however, Eastgate is not a typical Kansas City community. Table 5 compares 1990 Eastgate aggregated housing statistics with the comparable figures for Kansas City, Missouri.

While the share of housing that is owner-occupied is virtually identical for both Eastgate and Kansas City, other factors show a significant disparity. The share of single-family housing is considerably higher in Eastgate. Most significant, however, is the discrepancy between the age of the homes and the value. While a large share of the homes in the Eastgate area were built after 1960, their median value is nearly \$7,000 less than the Kansas City median. Not factored in is the size of the property on which most of the homes are located, noted previously as an average of more than an acre per home. This is higher than the Kansas City average, and would generally mean the property values would be even

**Table 5. Housing data**

	Eastgate (aggregate)	Kansas City, Missouri
% Owner Occupied	48.9%	50.1%
% Single-Family	77.6%	65.7%
% Built After 1960	57.3%	42.9%
Median Housing Value	\$49,920	\$56,809

**Table 6. Business data**

Factor	Measure
Estimated Manufacturing Operations (%)	16 (35.5%)
Estimated Distribution Based Businesses (Transportation, Wholesale, Retail) (%)	14 (31.1%)
Estimated Construction Businesses (%)	5 (11.1%)
Estimated Total Annual Sales	\$140 million - \$300 million
Estimated Employment	1,000 – 2,000

higher. These factors taken together indicate that property values in the Eastgate area are well below market expectations for the size of property and relative age.

#### Issue #4 Transportation Corridor

**Analysis Factors:** *Business activity, planning and development activities by other agencies*

Corridor related issues identified earlier in the Issues Inventory indicated that the Eastgate area could fairly be characterized as a high-traffic area in

terms of personal and business-related activity, and that both the residents of Eastgate and those beyond its boundaries recognized its critical placement in the area's transportation system.

To quantify the area's critical role in transportation and access, several factors were considered. Primary among these was the importance of the corridor feature to businesses located within Eastgate. Table 6 illustrates the key findings of that analysis.

The level of activity described above is significant, particularly considering it is concentrated in a relatively small geographic area. Eastgate as an

## REVIEW OF SETTING ANALYSIS

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important transportation corridor is even more significant when considering activity not measured—that beyond its boundaries, but still proximate enough to be counted as primary users of the area. The following identify just some of the major commercial, industrial or other uses, which make use of Eastgate's network of roads and highways:

- Industrial activity from the Leeds Dunbar Industrial district directly north of the project boundary
- Commercial traffic along the 63<sup>rd</sup> Street Corridor, from Wornall Road to I-435
- Commercial, commuter and visitor traffic generated by and along the Brush Creek Corridor to the west
- Visitor traffic generated by Swope Park and by the Truman Sports Complex. The sports complex area has a particularly unique impact for the Eastgate area, as many midtown residents use Blue Parkway/Sni-a-bar as a "back route" into the stadium complex.
- Commuter and commercial traffic along Blue Parkway/350 Highway.
- City vehicles and employees who commute to the various city

facilities located within the Municipal Farm complex.

Another measure of the importance of the Eastgate corridor can be seen when considering the level of highway construction activity and planning initiatives currently underway by other public agencies. Through discussions with members of the various project advisory groups, the following activities were identified:

- The Missouri Department of Transportation is undertaking improvements along I-435. This includes the stretch that serves as the eastern boundary of Eastgate. Along this portion of the interstate, three overpass bridges are slated for replacement—at Sni-a-bar, 55<sup>th</sup> Street, and 59<sup>th</sup> Street. In addition, improvements to the I-435 on-ramps at Eastwood Trafficway are under development. Another feature of the planned improvements will be sound walls to buffer impacts to the neighborhoods next to I-435.
- The City of Kansas City, Missouri will share in the enhancement costs for these improvements to I-435. These include lighting, structural enhancements, and sound walls. The estimated total cost to Kansas City is over \$1 million.

- The Missouri Department of Transportation is involved with additional work impacting Eastgate. It is currently making improvements to the interchanges of 350 Highway through Lee's Summit. In addition, it has recently started construction in the area known as "the Grandview Triangle"—the intersection of I-470, I-435, and 71 Highway. MoDOT has met with representatives from all the affected jurisdictions, advising that this construction project will undoubtedly cause traffic rerouting along alternative routes, including those within and around the Eastgate area.

The City of Raytown is initiating planning activities with implications for Eastgate. One activity centers on the construction of a gateway feature for the City of Raytown at the intersection of 63<sup>rd</sup> Street and Blue Ridge Boulevard, just east of the study area. Other master planning activities are also being considered, including a major improvement study for 350 Highway that would involve coordinated effort by the cities of Raytown, Lee's Summit, and Kansas City, Missouri.

## Summary

The issues identified in the Issues Inventory led to a more detailed exploration of the facts related to those issues, in the form of the Setting Analysis. While the Setting Analysis included a review of many factors, several emerge as having significant implications for planning and development activities within Eastgate.

Through the Setting Analysis, areas without an adopted area plan were identified. As a part of the final outcome of this report, land use recommendations must be made that are consistent with City policy and defensible with respect to existing and future activity in the area. The level of public investment in the area is significant, another key finding of the analysis. Public investment is being made in a variety of improvements—bridges, roads, flood control, etc.—and by both Kansas City, Missouri agencies and other regional entities such as the Missouri Department of Transportation and the US Army Corps of Engineers. Leading public investment of this type and at this level creates a unique opportunity to foster additional private development. Within Eastgate neighborhoods, the stability long enjoyed by residents might be

threatened by the disparity between housing conditions and housing values, particularly given the large amounts of vacant land that lend themselves to development. Finally, the Eastgate corridor itself, and its supporting connectors, are the subject of short- and long-term planning and improvements by outside agencies, again reinforcing the critical timing of development planning. The existence of these plans also indicates a priority of planning initiatives, and sets the precedent for public investment to lead private investment in terms of development.



- *Description of the project option*
- *Rationale for inclusion in the final plan*
- *Development features the project option would provide, or in some cases, problems that would be mitigated by inclusion of the project in the final plan*
- *Participants necessary for successful completion of the project option*
- *Potential funding sources for successful completion of the project option*

## Review of Development Options

### Summary of Task 3

Development influences surrounding Eastgate, as illustrated in the impact area map (Figure 17), demonstrate Eastgate’s pivotal placement, and the wide range of development options available to the area. Eastgate has the potential to serve a wide range of users—residents, visitors, commuters, businesses—both locally and regionally based. Situated at

### Figure 17. Impact area map



## REVIEW OF DEVELOPMENT OPTIONS

63<sup>rd</sup> Street, the Country Club Plaza, and the Main Street Corridor.

Eastgate is also defined by its placement at the center of many major transportation corridors. Blue Parkway the principal corridor, as it connects to Swope Parkway to the west and becomes Missouri 350 Highway to the southeast. I-435, part of the metro's interstate loop system, forms the Eastgate eastern boundary, connecting the area to areas to the north and south. Eastgate's southern boundary, 63<sup>rd</sup> Street, marks yet another major corridor. In addition, the soon-to-be completed Bruce R. Watkins Roadway (U.S. 71 Highway) provides additional north-south connection just to the west of Eastgate.

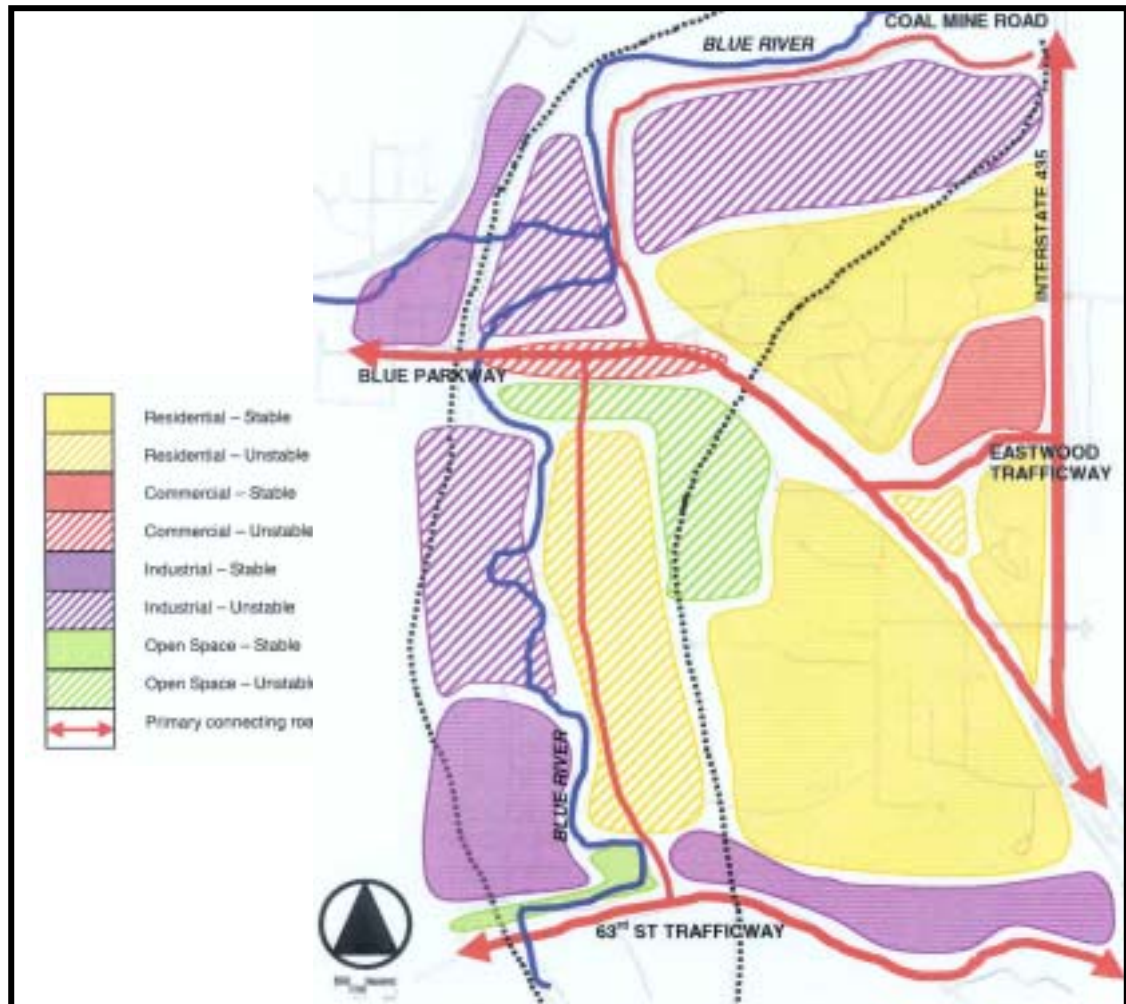
Eastgate serves a variety of regional needs. Heavy concentrations of residential development lie directly west and east of the study area. Industrial uses lie in a crescent pattern around the area's north, west and south boundaries. Finally, a concentration of the metro's major health, research and educational institutions lies just to the west, and major activity centers such as the Truman Sports Complex and Swope Park are contiguous to Eastgate.

The immediate study area reveals a diverse base of influences equal to that of the impact area, but with greater variance in stability, as shown in Figure 18.

### Development Options

Within Eastgate, development options were delineated to address the issues of stability within each of the major types of activity—neighborhood, commercial, and industrial—and to provide direction for the course of future development.

**Figure 18. Study area stability analysis**



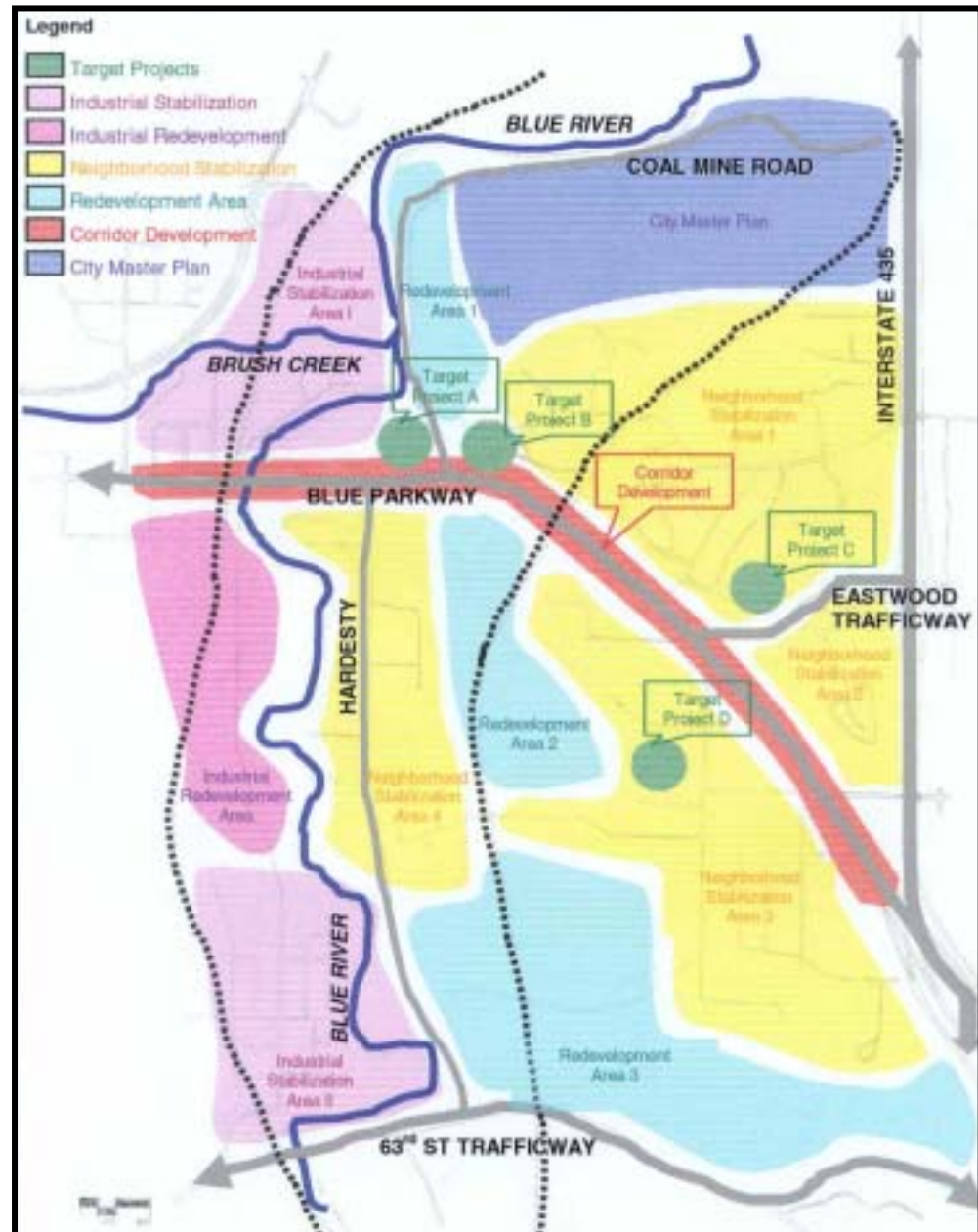
### Neighborhood Areas

Neighborhood areas were considered as generally stable, but options that would maintain the special, near rural character of these areas were considered. In addition, these neighborhoods have some characteristics which provide unique development challenges—inconsistent lot size, unimproved streets, topography, and lack of sewers, to name a few.

### Industrial Areas

Two types of industrial areas were identified. The Blue Banks Industrial Area and the Byram's Ford Industrial Park were considered stable, due to their strong and steady tenant base and the improvements that are planned along Blue River, which should mitigate many of the infrastructure problems these areas have faced. The area between the two industrial parks, along Brighton Avenue, was considered an industrial redevelopment area. Here the tenant base is less stable, and individual businesses are scattered along Brighton. While the flooding problems this area has faced will also be addressed with the planned improvements, land reclaimed from the flood plain will provide additional sites, which will require additional infrastructure.

Figure 19. Development options map





### Redevelopment Areas

Redevelopment areas are those areas with existing large tracts of available land, or land available after street alignments and river channeling. The development potential of these areas was considered more uncertain for a variety of factors; surrounding residential areas isolate some portions, and redevelopment is more limited. Access was also an issue for some areas, as was topography, and the fact that the exact boundaries of the area are undetermined until after additional improvements are made.

### Target Projects

Target projects are those areas where specific improvements such as road realignments and added traffic controls make redevelopment more viable. Target projects also had more definable boundaries, were areas where access and traffic indicated development potential might be high, or areas where specific development partners were already identified.

### Corridor Redevelopment

Blue Parkway, Eastgate's central corridor, was considered as a separate redevelopment area. While several of the target projects were on or adjacent to

Blue Parkway, the corridor itself was also considered a potential redevelopment area because of its role as Eastgate's dominant, central feature. It was also singled out because additional infrastructure investment, such as realignment, grading, widening, and general improvement of road conditions, would need to be considered for redevelopment to be feasible.

### Municipal Property

The city-owned property at Eastgate's northern boundary was considered separately. Because of the number of individual agencies and departments with facilities there, and the fact that several departments had been identified

with individual plans for facility changes, this area was considered for a separate master plan.

### Issue Integration

Issues, strengths, weaknesses and opportunities identified by stakeholders provided a basis for clarifying the development framework and assessing the feasibility of development options. Table 7 below summarizes those considerations.

All Eastgate stakeholders—neighborhoods and advisory groups alike—reviewed the 16 development options. The input from these groups, along with a rating of evaluation criteria,

**Table 7. Issues, strengths, weaknesses, opportunities**

ISSUES	STRENGTHS	WEAKNESSES	OPPORTUNITIES
<ul style="list-style-type: none"><li>Regional and community market forces</li><li>Declining land use patterns</li><li>Limited district identity recognition</li><li>Neighborhood commercial development</li><li>Unresolved transportation planning issues</li><li>Coordination of public policy initiatives</li><li>Master planning for city property</li></ul>	<ul style="list-style-type: none"><li>Industrial activity</li><li>Urban gateway character</li><li>Quality of housing stock</li><li>Quiet, rural neighborhoods</li></ul>	<ul style="list-style-type: none"><li>Lack of cohesive area identity</li><li>Blight</li><li>Perceptions of crime</li><li>Poor road design and conditions</li><li>Lack of sewer service</li><li>Physical barriers to development</li><li>Topography and flooding</li></ul>	<ul style="list-style-type: none"><li>Expand business and industry</li><li>Intensify land uses</li><li>Establish design standards</li><li>Redesign Blue Parkway</li><li>Bolster security</li><li>Redevelop housing</li><li>Strengthen transportation links</li></ul>

led to the selection of four development options to be included in this document, the final plan. Selection criteria included:

- Long-term vs. short-term development potential
- Interest or involvement by credible, identified redevelopment partners
- Required additional investment for redevelopment to be feasible
- Mitigation of problems identified by stakeholders
- Project's potential to serve as a catalyst for additional redevelopment or investment

The feasibility of each project was rated from 1 (not feasible) to 5 (very feasible) for each of the selection criteria. The results of this analysis (see Table 8) yielded the final set of development options, as well as a set of public policy recommendations, described in the final section of this report, Plan Recommendations.

**Table 8. Feasibility rating**

Area	SCORE
Hardesty Realignment	22
Blue Parkway Corridor	21
Sni-a-bar Intersection	20
Bennington Ridge	19
Eastgate North	19
Municipal Farm	18
Hardesty	17
Blue Banks Industrial Area	16
Eastwood Hills	16
Corrington Ridge	16
Eastwood Commercial Center	13
Byram's Ford Industrial Park	12
Brown Estates	11
Eastgate Central	11
Eastgate South	11
Brighton Avenue Industrial Area	10

## Summary

Task 3 integrated the issues identified in Task 1 with data about the current environment and planning influences collected and analyzed in Task 2.

All of this information was used to define a development framework—working from small detail to big picture—as a meaningful context for generating potential scenarios for development that responded to the issues.

As in each of the previous tasks, area stakeholders were closely involved in suggesting development options and evaluating feasibility.

*The plan recommendations address the role of public policy in guiding development in the Eastgate Corridor. Appropriate policy guidance encourages the type of development that will obtain maximum benefits for the Eastgate area and the city at large.*

*The plan's recommendations include policy recommendations by category, and a redevelopment framework that describes four prototype development projects, to illustrate urban design concepts as expression of the land use.*

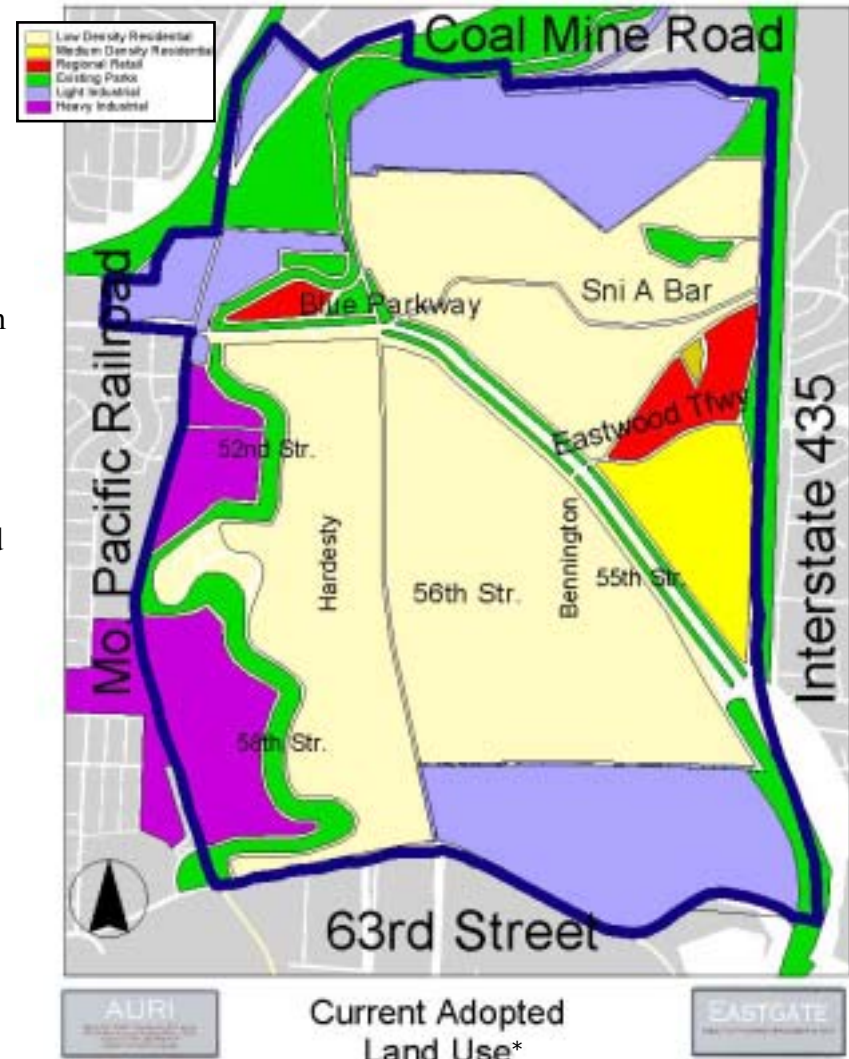
## Plan Recommendations

### Policy Recommendations & Prototype Projects

#### Land Use

The City's land use plan should be modified to reflect changes in land use patterns, as well as account for new land uses proposed in this plan. The City's adopted land use plan is reflected in Figure 20. Table 9 on the next page describes the eight recommended areas of change to this land use plan. A rational basis for change is described for each area, and any adopted area plans affected by the proposed change are noted. These land uses are also illustrated in Figure 21 on Page 37.

**Figure 20. Current adopted land use plan**



\*See relevant Area Plans for more current information



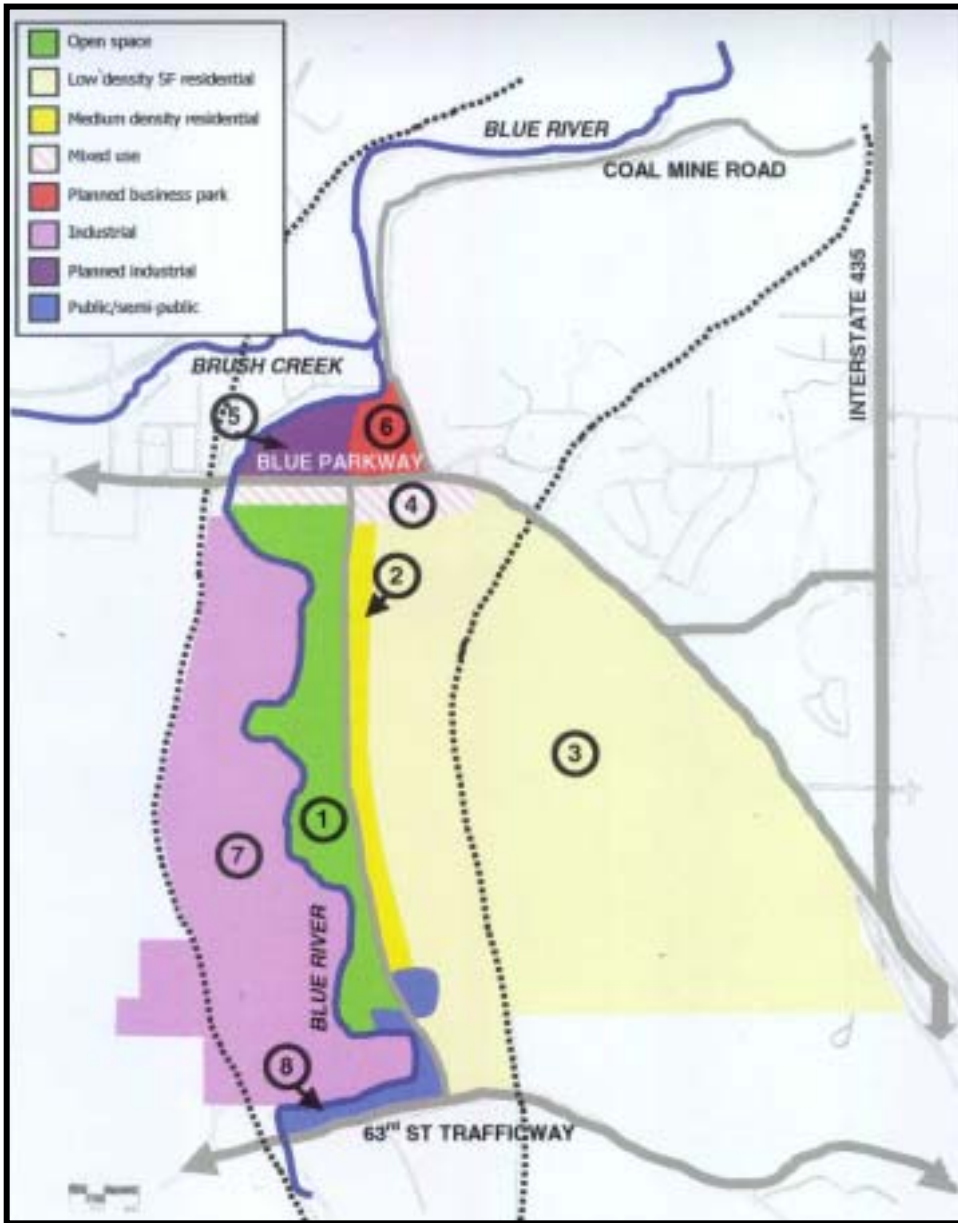
## PLAN RECOMMENDATIONS

**Table 9. Recommended land use changes**

Map Key	Area Name	Adopted Land Use*	Proposed Land Use	Rationale	Plans Affected
1	Hardesty West	Open space, residential	Open space	<ul style="list-style-type: none"> <li>Allows for stabilization of designation until impacts of flood control improvements can be determined.</li> <li>Serves as buffer between industrial uses to the west and residential uses to the east.</li> <li>Minimizes impacts of increased industrial traffic resulting from realigned Coal Mine/Hardesty.</li> <li>Consistent with FOCUS guidelines for development in natural corridors.</li> </ul>	FOCUS
2	Hardesty East	Low density residential	Medium density residential	<ul style="list-style-type: none"> <li>Medium density along main arterial allows for increased development.</li> <li>Buffers low-density residential to east.</li> </ul>	FOCUS
3	Brown Estates	Low density residential	Low density residential	<ul style="list-style-type: none"> <li>Consistent with existing land use.</li> <li>Sewer system limited to supporting low-density.</li> <li>Street network limited to supporting low-density.</li> <li>Topography poses challenges to increased land use intensity.</li> </ul>	FOCUS
4	Blue Parkway & Hardesty - South	Low density residential	Mixed-use (nodal)	<ul style="list-style-type: none"> <li>Consistent with predominant existing land use.</li> <li>Responsive to mixed-use guidelines of <i>FOCUS Urban Core Plan</i>.</li> <li>Activity supportive of contiguous residential and existing commercial land uses.</li> <li>Realignment of Hardesty at Blue Parkway provides increased vehicular access.</li> <li>Blue River Flood Control project will alleviate flood risks.</li> </ul>	FOCUS
5	Blue Parkway & Hardesty - West	Open space, regional retail	Planned Industrial	<ul style="list-style-type: none"> <li>Arterial access makes industrial designation possible.</li> <li>Probable bridge connecting Coal Mine Road to Blue Banks Industrial Area makes this consistent with contiguous land uses.</li> <li>Consistent with City's current goal for industrial land use designations.</li> </ul>	Sports Complex Area Plan
6	Blue Parkway & Hardesty - East	Open space, regional retail	Planned Business Park	<ul style="list-style-type: none"> <li>Realignment of Coal Mine with Hardesty promotes commercial use.</li> <li>Increases available land area isolated from residential.</li> </ul>	Sports Complex Area Plan
7	Central Brighton	Heavy industrial, open space	Industrial	<ul style="list-style-type: none"> <li>Consistent with City's goal for industrial land use designations.</li> <li>Consistent with existing land uses.</li> </ul>	Town Fork Creek
8	Byram's Ford Historic Site	Open space, low-density residential	Public/semi-public	<ul style="list-style-type: none"> <li>Area already has historic designation.</li> <li>Consistent with FOCUS regarding preservation of historic resources.</li> </ul>	Town Fork Creek

\*From plan in "Plans Affected" column

Figure 21. Recommended land use changes



## 1 Hardesty West

### Adopted Land Use

Open space, residential

### Proposed Land Use

Open space



### Plans Affected

This recommendation does not affect any adopted area plans; it does affect the current adopted land use (residential) for parts of the area.

### Rationale

This change allows for stabilization of area land use until flood control improvements are complete and the amount of developable land and highest and best uses are determined. In addition, this swath of open space from the Blue River and Hardesty serves as a buffer between industrial uses to the west and residential uses to the east and will also minimize the impact of increased industrial traffic resulting from realigned Coal Mine/Hardesty. This recommended land use change is consistent with FOCUS guidelines for development in natural corridors.

### **2 Hardesty East**

**Adopted Land Use**

Low density residential

**Proposed Land Use**

Medium density residential

**Plans Affected**

This recommendation does not affect any adopted area plans; it does affect the current adopted land use for the area.

**Rationale**

This recommendation changing land use from low density residential to medium density residential along this main north-south arterial, allows for increased development on the east side of Hardesty. This use also buffers low-density residential to the east.

### **3 Brown Estates**

**Adopted Land Use**

Low density residential

**Proposed Land Use**

Low density residential

**Plans Affected**

This recommendation does not affect any adopted plans.

**Rationale**

Although this area has not yet been the subject of an approved area plan, this recommendation is consistent with the existing land use designation assigned by FOCUS. Several other factors

support this land use: the sewer system and street network are currently limited to supporting low density, and topography poses challenges to increased land use intensity.

### **4 Blue Parkway & Hardesty, South**

**Adopted Land Use**

Low density residential

**Proposed Land Use**

Mixed use (nodal)

**Plans Affected**

This recommendation does not affect any adopted plans.

**Rationale**

This recommendation is consistent with the predominant existing land use and is responsive to the mixed-use guidelines described in the *FOCUS Urban Core Plan*. In particular, the notation in the *FOCUS Overview: Building Blocks* makes the following recommendation in “Quality Places to Live and Work”:

*Quality Places will promote mixed uses that reinforce one another in several locations: in major new developments of any significant size; as a significant part of any hub or activity center; around major transit stations or around major transportation stops where transportation modes intersect; to reinforce existing, compact, and*

*walkable spaces; around FOCUS Centers, and in areas that have historically been mixed use and that may need to be either reinforced or restored. Again, City and neighborhood processes will identify these areas specifically.*

The nodal mixed-use recommendation at this location is supportive of contiguous residential and existing commercial land uses. In addition, the realignment of Hardesty at Blue Parkway provides increased vehicular access, while the Blue River Flood Control project alleviates flood risks.

### **5 Blue Parkway & Hardesty, West**

**Adopted Land Use**

Open space, regional retail

**Proposed Land Use**

Planned industrial

**Plans Affected**

This recommendation affects the Sports Complex Area Plan.

**Rationale**

Arterial access to the area on the north side of Blue Parkway makes industrial designation possible. A probable bridge connecting Coal Mine Road to the Blue Banks industrial area also makes this recommended land use consistent with

contiguous land uses to the immediate north and west.

## **6 Blue Parkway & Hardesty, East**

### **Adopted Land Use**

Open space, regional retail



### **Proposed Land Use**

Planned business park

### **Plans Affected**

This recommendation affects the Sports Complex Area Plan.

### **Rationale**

The planned realignment of Coal Mine Road with Hardesty promotes commercial use in this area between the Hardesty and Coal Mine Road intersections. This recommendation would also increase available commercial land that is isolated from residential uses.

## **7 Central Brighton**

### **Adopted Land Use**

Heavy industrial, open space



### **Proposed Land Use**

Industrial

### **Plans Affected**

This recommendation affects the Town Fork Creek Area Plan.

### **Rationale**

This recommendation is consistent with the City's current goal for industrial land use designations. In addition, this recommended land use change is consistent with FOCUS guidelines.

## **8 Byram's Ford Historic District**

### **Adopted Land Use**

Open space, low-density residential



### **Proposed Land Use**

Public/semi-public

### **Plans Affected**

This recommendation affects the Town Fork Creek Area Plan.

### **Rationale**

This area along 63<sup>rd</sup> Street already has a historic designation. In addition, this recommended land use change is consistent with FOCUS guidelines regarding preservation of historic resources.

## **Interjurisdictional Agreements**

The work of the Eastgate Interjurisdictional Advisory Group has moved in the direction of formalizing an ongoing relationship between the municipalities of Kansas City, Raytown and Lee's Summit, a relationship

centering on transportation and economic and community development activities relevant to Blue Parkway (350 Highway).

To lay the groundwork for this relationship, the Eastgate plan recommends the following as a preliminary framework for a proposed Blue Parkway Corridor Task Force:

- The name "Blue Parkway Corridor" is suggested here to be mindful of the fact that the 350 Highway designation covers most, but not all, of the corridor as described below, whereas the name "Blue Parkway" applies to the road's entire length.
- The municipalities of Kansas City, Raytown, and Lee's Summit should work jointly on soliciting funding for a master plan of the Blue Parkway Corridor, to be conducted by the Missouri Department of Transportation.
- The municipalities should explore expanded working relationships with other agencies, related to identifying funding sources for both the master plan and related development activities. Such agencies might include the Mid-America Regional Council, the

Missouri Department of Economic Development, and the Federal Highway Administration.

- The nature of the cooperative relationship, and any related planning and development opportunities, should be broadened to include issues beyond transportation planning, specifically economic development and community development.

### Design Guidelines Overview

#### Organization of the Guidelines

This section provides a detailed look at the context for these guidelines, including a description of existing urban design conditions in Eastgate, design guidelines for the project area, and the pertinent sections of *FOCUS Kansas City* that provide the foundation for the guidelines. Table 10 at right provides a guide to the contents of this section.

#### Eastgate and Kansas City

In August 1995, the Board of Parks and Recreation Commissioners approved the adoption of the *Brush Creek Design Guidelines*. These guidelines set a standard for the physical and social character of development that was further codified by the adoption of the *Brush Creek Corridor Land Use &*

*Development Plan* in 1998. Together, these plans, as well as subsequent plans, defined the comprehensive character of the Brush Creek Corridor, one of Kansas City's principal physical landmarks, and an area that has, since the adoption of these plans, seen a resurgence in development interest, both economic and community.

One of the results of the combined Brush Creek area initiatives was an awareness of both the potential and the vulnerability of the extension of Brush Creek Corridor to the east. That area, Eastgate is the subject of this land use plan. Through the process of this plan, the gateway nature of the Eastgate area was continually referenced and valued. The design guidelines presented in this report were created to reinforce the standards of the Brush Creek Corridor. This consistency is promoted to both maintain a standard of aesthetic, and to further extend the identity and gateway features of the area.

**Table 10. Organization of guidelines**

<b>Design Guidelines Overview</b>
<ul style="list-style-type: none"> <li>▪ Organization of the Guidelines</li> <li>▪ Eastgate and Kansas City</li> <li>▪ Area to Which Guidelines Apply</li> <li>▪ General Intent of the Guidelines</li> </ul>
<b>Existing Urban Design Conditions</b>
<ul style="list-style-type: none"> <li>▪ Sub-Area #1</li> <li>▪ Sub-Area #2</li> <li>▪ Sub-Area #3</li> <li>▪ Sub-Area #4</li> </ul>
<b>Design Guidelines for Eastgate</b>
<ul style="list-style-type: none"> <li>▪ Linkages</li> <li>▪ View Corridors</li> <li>▪ Architectural Character &amp; Materials</li> <li>▪ Height/Density/Bulk Controls</li> <li>▪ Build-To Lines and Setbacks</li> <li>▪ Access</li> <li>▪ Parking</li> <li>▪ Streetscape</li> <li>▪ Open Space</li> <li>▪ Landscape</li> <li>▪ Signage</li> <li>▪ Lighting</li> </ul>
<b>FOCUS Guidelines for Design Analysis</b>
<ul style="list-style-type: none"> <li>▪ FOCUS Citywide Physical Framework Plan</li> <li>▪ Citywide Physical Framework Plan: Implications for the <i>Eastgate Corridor Land Use &amp; Development Plan</i></li> <li>▪ FOCUS Overview: Building Blocks – Quality Places to Live and Work</li> <li>▪ Building Blocks: Quality Places to Live and Work – Implications for the <i>Eastgate Corridor Land Use and Development Plan</i></li> <li>▪ Mixed-Use Design Guidelines (FOCUS Urban Core Plan)</li> <li>▪ Urban Core Plan – Implications for the <i>Eastgate Corridor Land Use &amp; Development Plan</i></li> <li>▪ Design Guidelines Summary</li> </ul>



### Area to Which Guidelines Apply

The plan proposes guidelines for all areas of Eastgate. However, primary emphasis and additional detail are provided for those areas most likely to experience development in the future. Specifically, these are the areas:

- (1) abutting Blue Parkway from Elmwood to Eastwood Trafficway, and
- (2) abutting Hardesty between its intersection with Blue Parkway and southward to 63rd Street.

### General Intent of the Guidelines

- Improve the quality of life and livability of Kansas City by achieving high standards of design in public improvements and private development near Blue Parkway.
- Maintain and improve the image of the area.
- Create confidence in and provide assurance of the consistent quality of development in Eastgate
- Promote increased public use of Eastgate area improvements.
- Maintain and reinforce public investment in the Eastgate area, including investment in beautification and flood control.

Figure 22. Urban design sub-areas



- Use public investment in the Eastgate area to foster and encourage additional development that is designed in such a way as to further create value in the area.
- Create a climate for quality development and redevelopment, and provide the design framework for public and private decisions about development and redevelopment.
- Tie together the Eastgate (Blue Parkway) Corridor with the Brush Creek Corridor to the west.
- Relate development to the neighboring areas, both physically and visually.

- Create urban development that accommodates the automobile, but is designed particularly to serve the customer, employee, resident and visitor.

### Existing Urban Design Conditions in Eastgate

For purposes of describing existing urban design conditions, the Eastgate Corridor can currently be divided into four sub-areas (see Figure 22 at left).

#### Sub-Area #1: Blue Parkway - Elmwood to Sni-a-bar



This section of the Eastgate Corridor contains the greatest concentration of commercial activity. Traveling east from Elmwood, the dominant built feature of this sub-area is the Blue River Bridge, a dated structure slated for replacement as part of the Blue River improvement project. The bridge spans not only the river, but also rail lines and local roads



## PLAN RECOMMENDATIONS

that provide access to the industrial tenants to the north in the Blue Banks Industrial Area, and to the south along Brighton Avenue. Brighton Avenue industrial facilities are not visible from Blue Parkway; only those tenants in the Blue Banks Industrial Area, which immediately abuts the intersection of Blue Parkway and Elmwood, are visible, and only from that intersection. The mixed-use design guidelines provided in *FOCUS Kansas City* apply to this intersection.

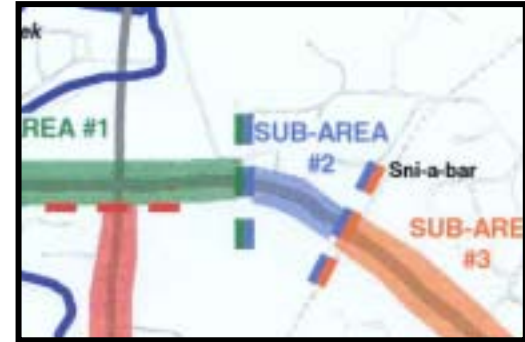


*Sub-Area #1*

At the eastern end of the Blue River bridge there is a concentration of individual commercial properties. Most of the structures are stand-alone, and some are reconverted residential properties. There is one small strip complex on the south side of Blue Parkway at the east end of the bridge. With the notable exception of a fast food restaurant on the southeast corner of the Hardesty-Blue Parkway intersection, there is limited parking, and commercial buildings have little or no setbacks from the public right-of-way.

The area has no designated landscaping features. Green space is generally limited to a few mature trees interspersed among structures, and some overgrowth associated with a small feeder creek at the southwest corner of the Hardesty-Blue Parkway intersection.

### **Sub-Area #2: Blue Parkway - Sni-a-bar to KCSR Bridge**



Commercial development continues eastward along Blue Parkway in this next section of the Eastgate Corridor; however, density levels drop dramatically to only a handful of businesses dotting either side of Blue Parkway. The few existing structures display no cohesive design characteristics, but their scale remains small (one-story). The dominant architectural feature is the Kansas City Southern Railroad trestle bridge. Constructed in 1929, the trestle, constructed of masonry, features two dominant stilted arches and a filigree of smaller semicircular arches above. The trestle traverses Blue Parkway at one of its lowest points of elevation within the Eastgate Corridor.

Within this section of the Corridor, the natural landscape begins to emerge as a dominant feature. As Blue Parkway continues east, the topography on either side of the roadway rises. To the south and west, steep bluffs face the roadway. Dense foliage throughout the area screens the scattered residential development in this direction, referred to in this project as “Brown Estates.” At the base of the bluffs, a small creek parallels the roadway. Development on this side of the road is afforded a wider easement, but the creek presents an effective barrier to development closer to the base of the bluffs. To the north and east, the ascent is slightly less

dramatic, but no less characterized by dense foliage which likewise screens this residential area, referred to in this report as “Eastwood Hills.”

**Sub-Area #3: Blue Parkway - KCSR Bridge to Eastwood Trafficway**

The final eastbound section of the Eastgate Corridor is similar in character to the previous section, particularly in terms of its topography. Development on the north and east side of the road is limited to a few businesses whose structures are minimal and without design significance. The topography on this side of the road is also similar to the previous section; however residential development in Eastwood Hills is closer to the roadway here, and does not have the benefit of the same level of screening provided by natural foliage.



In contrast, the residential area known as Brown Estates is completely screened here from the effects of traffic, noise, and commercial development by the steep topography and dense foliage along Blue Parkway. Here the roadway elevation climbs, but does not meet, the elevation of the residential area. The only direct access to this residential area, Brown Estates, is provided along this section of the Corridor at two points – Bennington Avenue, and further south at 55th Street. Development along this side of the roadway is also sparse, but two of the structures exhibit some moderate design characteristics. The remaining elements of the original construction of these two structures (a restaurant and a motel) reflect both the style and the nature of their original purpose. Faced with rough, stacked stone reminiscent of some of the shelter structures found in Swope Park, they are the last remaining vestige of the days when Blue Parkway served as a



*Sub-Area #2*

## PLAN RECOMMENDATIONS

major entryway into Kansas City for motoring visitors. However, alterations have been made to both that diminish these design assets.

Eastgate's "gateway" significance is also apparent when traveling this section of the Eastgate Corridor from the west. Entering the study area northwest bound, the motorist is treated to one of the significant viewsapes of downtown Kansas City, as cited in *FOCUS Kansas City*.



*Sub-Area #3*

### **Sub-Area #4: Hardesty - Blue Parkway to 63rd Street**

This portion of the Eastgate study area is dominated by residential development. The housing stock represents a wide range of styles, but is dominated by single-story ranch design, typical of the post-50s era during which it was constructed. A few houses are slightly older, dating from between the 1920s and 1940s. These are either two-story "shirtwaist" design, or smaller 1½-story "bungalows." The residential

development is predominately limited to a one-block depth on both the east and west sides of Hardesty that runs approximately the northern most mile of Hardesty's 1½-mile length in this section. Streets in this area are generally not through streets, and in some cases, street rights-of-way



have been abandoned. Directly east of Hardesty, beyond the limited housing development, the grade is steep, again leading up to the residential area known as "Brown Estates." Currently, only one street provides access to that neighborhood from Hardesty.

The Blue River runs directly behind the housing on the west side of Hardesty, limiting both lot size and future



development. The southernmost part of Hardesty is undeveloped except for one industrial operation on the northeast corner of Hardesty and 63rd Street. This southern-most half-mile of Hardesty is characterized by dense foliage that abuts the Blue River on the west, and the neighboring bluffs to the east.



*Sub-Area #4*

## Design Guidelines for Eastgate

Design guidelines for Eastgate are organized into the following categories:

- Linkages
- View Corridors
- Architectural Character & Materials
- Height/Density/Bulk Controls
- Build-To Lines and Setbacks
- Access
- Parking
- Streetscape
- Open Space
- Landscape
- Signage
- Lighting

For each of the categories, the following information is provided in this section:

- Definition
- Intent/Purpose
- Guidelines

<b>LINKAGES</b>	
<b>Definition:</b>	Physical and/or visual connections between important elements, including focal points and activity centers, inside and outside the project.
<b>Intent/Purpose:</b>	To strengthen relationships and encourage movement between important elements inside and outside the project; to improve the ease of orientation within the project; to help incorporate the image of the surrounding area within the project area; reinforce east/west connections within the city.
<b>Guidelines:</b>	<p>(a) Pedestrian linkages should offer a variety of visual and textural stimuli; should provide locations for rest and relief from wind and hot sun, while connecting destinations where people work, play, and/or live; and should be designed for safety in terms of slopes, materials and visibility.</p> <p>(b) Projects should be designed in such a way as to not obstruct pedestrian linkages along Blue Parkway, or along Hardesty, and should contribute to providing a continuous pedestrian linkage both along Blue Parkway, along Hardesty, and between Blue Parkway and Hardesty.</p> <p>(c) General use parking lots should be located at logical points along pedestrian linkages where people may want to enter the pedestrian pathway, but they should be located to the side of, and not in the path of, pedestrian linkages.</p> <p>(d) Projects should be designed in such a way as to promote visual linkages along Blue Parkway, along Hardesty, and between the two major arterials. Alternatives for accomplishing this are:</p> <ul style="list-style-type: none"> <li>▪ Providing clear fields of view across what otherwise might constitute a physical or psychological barrier, or</li> <li>▪ Providing a focal point such as landscaping, sculpture, or a structure that would tend to draw the eye across physical and psychological barriers and thereby help to bridge them.</li> </ul> <p>(e) Focal points, such as certain types of landmarks, should be located at key visual points, including at locations where roadways or pedestrian ways make major directional changes, or at the intersection of two boulevards or at the intersection of a boulevard with an arterial street. Eastgate specific examples include the following intersections:</p> <ul style="list-style-type: none"> <li>▪ Blue Parkway and Hardesty</li> <li>▪ Blue Parkway and Sni-a-bar</li> <li>▪ Blue Parkway and Eastwood Trafficway</li> <li>▪ Hardesty and 63rd Street</li> </ul>

*Continued on next page*

## LINKAGES (continued)

- (f) Scale, massing, articulation and orientation of structures to be located adjacent to Blue Parkway should provide a compatible and inviting transition and linkage between the parkway and its immediate surroundings. Landscaping should also be used to provide a green linkage the length of Blue Parkway.
- (g) Developments along the length of Blue Parkway should incorporate some building materials or landscaping in common to help visually unify the Corridor and to help connect it to surrounding areas.
- (h) The Kansas City Southern Railroad Bridge should be considered as a central linkage element of the area, providing a primary orientation point for those outside the project area. The feature should be enhanced through the use of lighting and landscaping that would raise its influence as an orientation point. Blue Parkway should be widened, and the new alignment should route north and west bound traffic along the existing route, while the south and east bound lanes can be located to new roadway, which can be accommodated by the existing southern arch of the bridge.

## VIEW CORRIDORS

### Definition:

Key visual connections between two points.

### Intent/Purpose:

To preserve views of significant features within the Eastgate Corridor in order to help fix a positive image of the corridor in the minds of residents and visitors, aid the public in becoming more oriented within the area, and heighten "entrance experiences": to make spatial relationships understandable through the visual tie between various elements in the landscape; to provide appropriate views into, out of, and within a development project.

### Guidelines:

- (a) Developments should include a plan to protect important views by designating on the site plan:
  - Locations from which the views of downtown, Brush Creek, the Blue River, or the Kansas City Southern Railroad Bridge are visible, locations from which these views may be accessed, and the location of open space, buildings, landscaping, and pathways that will protect, provide access to, or provide a frame for these significant views:
  - Locations from which views of landmarks, existing or future, are visible. Such landmarks may include fountains, sculpture or important architectural features either within the project or outside the project area. This also includes locations of open space, buildings, and pathways that will protect, provide access to, or provide a frame for these significant landmarks, and
- (b) Developments should not block significant views of downtown, Brush Creek, the Blue River, or the Kansas City Southern Railroad Bridge from adjacent landowners.
- (c) The site design should designate major entranceways into a development and include some type of entry features such as landscaping, an entry monument, sculpture or fountain.



<b>ARCHITECTURAL CHARACTER &amp; MATERIALS</b>	
<b>Definition:</b>	The overall design type and detailing of structures, including construction materials.
<b>Intent/Purpose:</b>	To provide a consistent design within a project so that it harmonizes with, and has some elements in common with, other major developments in the vicinity of the project, and so that it will contribute to visually organizing and giving a human scale to the project; human scale is one that a person will feel comfortable with in terms of visual and physical perception of size, familiar features, and usability.
<b>Guidelines:</b>	<p>(a) All buildings within any given development should use similar material, whether on attached or detached structures.</p> <p>(b) Simulated materials, such as stucco board and aluminum siding, are not allowed as exterior finish materials.</p> <p>(c) Development projects should have a consistent architectural design as reflected in building height and massing, and in architectural design details, as well as building materials.</p> <p>(d) Design of buildings on the perimeter of projects should reflect sensitivity to edge and boundary conditions, and should present the view of a finished edge to adjacent uses. This should include screening of mechanical equipment, loading docks, and trash receptacles. This should also include screening of parking lots as outlined in guidelines for PARKING.</p> <p>(e) The design of buildings should help reduce mass and contribute to a human scale of development through use of such techniques as using more than one color or texture on a façade, having a defined base and architecturally defined main entrances, step backs from the building base, an articulated façade and roof, and plane changes within the building elevations.</p>
<b>HEIGHT/DENSITY/BULK CONTROLS</b>	
<b>Definition:</b>	(1) Height refers to either the height of the building in feet, or the number of stories. (2) Density is measured in dwelling units per acre and is further defined in Floor Area Ratio (FAR) which is the ratio of gross square footage of building to total gross square footage of land area. (3) Bulk refers to the massing of the building on the lot.
<b>Intent/Purpose:</b>	To develop controls that will result in structures in a project that are in scale with, and provide transitions to surrounding properties and uses, that do not significantly block views and sunlight, that are of a human scale and create a sense of space, that provide the perception of public accessibility to the project, that provide for development at a scale that is economically feasible, and that allow for development throughout the entire Eastgate area.
<b>Guidelines:</b>	(a) The height of buildings should be stepped down as they approach Blue Parkway: taller buildings and portions of buildings should be located further from the parkway, and shorter buildings and portions of buildings should be located closer to the parkway.

*Continued on next page*

<b>HEIGHT/DENSITY/BULK CONTROLS (continued)</b>
(b) In general, the FAR for development along Blue Parkway should be no greater than 3.0.
(c) In general, the height of structures above ground level including parking should not be greater than 5 stories.
(d) Architects and planners should consider solar access in designing the height, massing and orientation of buildings; building design and siting should minimize the blocking of sunlight.
(e) Buildings should have a defined base and architecturally defined main entrances, step backs from the building base, an articulated façade and roof, and plane changes within the building elevations to minimize the bulk and mass of buildings, and to create a human scale and perception of public accessibility for the project.
(f) Building massing should reflect the general orientation of the road on which they are sited.
<b>BUILD-TO LINES &amp; SETBACKS</b>
<b>Definition:</b>
Build-to lines are lines that a designated façade of a building or buildings must be built on. Setback lines are lines that designate the minimum distance between a reference line (usually a property line) and a building, or portion thereof.
<b>Intent/Purpose:</b>
To provide for a cohesive development pattern along the Eastgate Corridor. Build-to lines may define an urban development character. Setbacks may help define the corridor, open space, or pedestrian areas.
<b>Guidelines:</b>
(a) Where a street wall exists, consisting of building fronts aligned with only a minimum setback from the street, infill buildings should maintain the existing setback and should be generally consistent with the existing setback of adjacent buildings.
(b) The design of buildings should create a consistent, pleasing, urban-style street frontage by providing the maximum amount of building face along a frontage build-to line established at the minimum setback allowed in the Zoning Ordinance for residential uses, and at no more than 20 feet from the front property line for non-residential uses: <ul style="list-style-type: none"> <li>At least eighty percent of the front façade of the building should be constructed on the build-to line: and,</li> <li>Two-thirds of the length of a build-to line along the frontage of the adjacent street, excluding driveways and streets, should be occupied by the façade of a building. For corner lots, the length of the build-to line should be two-thirds of the length of each adjacent street frontage.</li> </ul>

<b>ACCESS</b>
<b>Definition:</b>
The means of providing for physical movement into and out of a site by vehicles and pedestrians in order to enable the site to be utilized; a determining factor in the successful development of the site.
<b>Intent/Purpose:</b>
To provide opportunities for the public to walk or drive to and within the development while minimizing conflicts between the two; to promote an orderly, visually pleasing, and active street environment for workers, residents, and visitors; to accommodate the automobile but not at the expense of the customer, employee, resident, or visitor; to provide adequate and efficient servicing of the development by trucks and utility vehicles, but to minimize the visual and noise impact of such service.
<b>Guidelines:</b>
(a) Each development should include a clear, understandable, and landscaped pedestrian circulation system that provides pedestrian linkages between buildings, between parking lots and buildings, and between a development and adjacent uses.
(b) Buildings on a development site should be located in a way that allows pedestrians to directly reach their destinations within the site, or to directly reach continuous pedestrian walkways linking destinations outside the development. Buildings should have entrances accessible to the pedestrian on all sides adjacent to a street. Site design should provide direct access into the buildings from the public sidewalk.
(c) All access shall meet and should exceed the requirements of the <i>Americans With Disabilities Act Accessibility Guidelines (ADAAG)</i> .
(d) In order to minimize the disruption of green space and pedestrian pathways, curb cuts should be kept to a minimum; one curb cut is allowed for every 75 linear feet of frontage on the streets, with a minimum of one curb cut per property; the maximum width of a curb cut is 25 feet. Property owners should investigate sharing curb cuts.
(e) Median cuts are restricted to no more than one cut for every 250 feet of parkway.
(f) Access drives for service and delivery vehicles should be located so as not to disrupt other vehicular or pedestrian circulation, or to visually detract from the fronts of buildings or from focal points within the project or along the parkway.
(g) The design and location of access drives and other roadways through a development should prevent headlights from shining into adjacent residential areas.

<b>PARKING</b>
<b>Definition:</b>
Areas designated for the temporary storage of vehicles, either in surface lots or in structures.
<b>Intent/Purpose:</b>
To provide a temporary storage space for vehicles that will serve rather than dominate the development, especially visually; to be not generally visible, and to be screened: to provide convenient pedestrian connections to the structures or facilities that the parking serves.
<b>Guidelines:</b>
(a) In general, surface parking lots should be located at the sides or rear of structures. Surface parking lots must be separated from streets and parklands by a decorative wall, a berm or a solid landscape screen at least 4 feet in height.
(b) Parking aisles are to be aligned perpendicular to the building's façade that they serve, in order to minimize the number of traffic lanes pedestrians must cross.
(c) Multiple small parking lots are more desirable than single large lots; larger surface lots should be subdivided with landscaped islands including trees.
(d) Surface parking lots containing more than twenty-five spaces: <ul style="list-style-type: none"> <li>▪ Should provide landscaping within the parking lot equal to twelve percent of the gross parking lot area, including drives; and</li> <li>▪ The landscaped area should contain at least one over-story tree for every two hundred (200) square feet of landscaped area.</li> </ul>
(e) Pedestrian walkways and plazas adjacent to parking and driveways should be visually and spatially separated from them through use of additional site elements including bollards, lighting, landscaping, and special pavement treatments.
(f) Parking garages located above grade should be generally consistent in height with, but not taller than the height of the buildings in adjacent commercial and residential neighborhoods; should incorporate design approaches such as those outlined in Section D, Height/Density/Bulk controls, that can help make transitions to the scale of nearby buildings; should have screened openings that obscure the parked vehicles; and should be designed so that lighting in the structure, or from vehicles in the structure, does not shine or glare into adjacent uses. Exterior finishes of parking structures should match the adjacent occupied buildings that the parking serves.

<b>STREETSCAPE</b>
<b>Definition:</b>
Consists of the roadway including medians and associated landscaping, fountains, sculpture, sidewalks, on-street parking, street lighting, pedestrian lighting, traffic signals, signs, benches, trash containers, newspaper and other vending machines, and bus shelters, within the area of the right-of-way.
<b>Intent/Purpose:</b>
To provide safety, comfort and convenience for pedestrians; to provide safety and ease of orientation for vehicle users; to provide a common design element throughout the development that can help to unify it; to provide a safe and pleasant separation of pedestrians and vehicles; to help make surrounding development to human scale and user-friendly; and to provide a generally pleasant environment.
<b>Guidelines:</b>
(a) All development and redevelopment projects should include a streetscape plan for all public streets within the development that includes all items listed in the definition in (1) above, unless otherwise approved.
(b) All streetscape plans for boulevards or parkways are subject to review and approval by the Board of Parks and Recreation Commissioners.
(c) All streetscape plans should consider materials used and amenities included in the streetscapes adjacent to the project, as well as the materials and character (traditional, contemporary) of the development/redevelopment project itself.
(d) All streetscape plans shall include street tree plantings of a size, species, and spacing approved by the City Forester; all developments fronting a boulevard or parkway shall conform to Parks and Recreation's Tree Master Plan for Boulevards and Parkways.
(e) Unless there are physical barriers, all streetscapes in new developments along boulevards and parkways should include a 10-foot planting strip between the curb and the edge of the sidewalk, and a 6-foot sidewalk. Unless there are physical barriers, all new developments and redevelopments in other locations should have a minimum 6-foot planting strip and a 6-foot sidewalk.
(f) The Kansas City Area Transportation Authority (KCATA) shall review all streetscape plans for arterial streets. KCATA shall designate locations for bus stops, bus shelters and bus pull-offs, which shall be included in the streetscape plan. All streetscape plans should also include sidewalks, benches and trash cans at bus stop locations.
(g) In general, surface parking lots should be located at the sides or rear of structures. Surface parking lots must be separated from streets and parklands by a decorative wall, a berm or a solid landscape screen at least 4 feet in height.
(h) Parking aisles are to be aligned perpendicular to the building's façade that they serve, in order to minimize the number of traffic lanes pedestrians must cross.



<b>OPEN SPACE</b>
<b>Definition:</b>
All areas not occupied by buildings or structures.
<b>Intent/Purpose:</b>
To provide positive space that is used to add value to the built environment; to provide opportunities for people to interact or feel comfortable, whether they are involved in active or passive enjoyment of the space; to complement and help unify the development; to preserve view corridors; and to break up building massing so as to provide a more human scale.
<b>Guidelines:</b>
(a) Open space should be designed as part of the overall building and project design and should not be considered space left over after the buildings are sited.
(b) Each development's open space should link directly with any adjacent City park, parkway or boulevard, through such methods as continuity of landscaping, paving materials, pathways, and unobstructed vistas.
(c) The design of each development's open space should include spaces that will attract activity, such as a courtyard with seating, a fountain, sculpture, a garden, or a shady pathway between buildings.
(d) User safety should be a primary consideration in open space design. The spaces should convey a feeling of openness and security. Blind alley space and dead-end spaces are not acceptable.
<b>LANDSCAPE</b>
<b>Definition:</b>
Plantings and associated hardscape (walls, solid edges/borders) within public and private open space.
<b>Intent/Purpose:</b>
To provide a setting or context for structures in a development that can provide the following benefits: minimize runoff, help cool the air, help purify the air by absorbing exhaust gases and giving off pure oxygen, help lower energy costs, help provide a habitat for birds and other wildlife, provide shade and comfort for pedestrians, help muffle noise, provide visual screens, provide a sense of scale that makes people feel more comfortable, contribute to surrounding property values, and attract and give pleasure to customers, clients and citizens by providing a pleasant transition from adjacent roadways into the development.
<b>Guidelines:</b>
All development and redevelopment projects should include a landscape plan that accomplishes the following:
(a) Preserves healthy attractive plant materials of significant size (trees of a 5 inch caliper or larger);
(b) Includes a combination of evergreen and deciduous plant material, preferably with multiple year-round ornamental qualities in coloration, bark, form, fragrance, fruit, and flowers;
(c) Emphasizes low-maintenance, water-conserving plantings that are well-adapted to Kansas City's climate and soils, including use of native plant materials;

*Continued on next page*

<b>LANDSCAPE (continued)</b>
(d) Clusters plant materials to provide plantings that are less likely to dry out, and are easier to maintain than scattered single plants, shrubs, or trees;
(e) Complements the project and the structures, including parking structures, by using a design that provides a frame for significant views, and screens for negative views, mitigates harsh environmental effects including summer sun and winter winds;
(f) Avoids contributing to safety problems by avoiding landscaping that can block security lighting, and block public views into an area;
(g) Includes a method for maintenance and replacement of plant materials;
(h) Includes street tree plantings on all streets with a size, type, and spacing to be approved by the city Forester; in general, one street tree is required for every forty (40) feet of lineal footage.
(i) Includes overstory trees of a minimum of 2.5 inch caliper and ornamental trees of a minimum of 1.5 inch caliper; and
(j) Includes screening and landscaping of parking areas as stated in the Parking Guidelines.
<b>SIGNAGE</b>
<b>Definition:</b>
A system of display boards or surfaces used for directions, identification, instructions, or advertising; usually consisting of lettering, pictures, diagrams, decoration, etc., often in combination, on a contrasting background surface.
<b>Intent/Purpose:</b>
To provide a clear, easily understandable, coordinated method of identifying, and giving directions to projects and places that is complementary to and not in conflict with, adjacent uses.
<b>Guidelines:</b>
(a) Signage should be only identification signs and directional signs; for purposes of identification, monument signs and wall signs are appropriate.
(b) There should be no more than one sign per façade, not to exceed three signs per use; one monument sign may be substituted for one façade sign. Businesses that are part of a single planned development are limited to two façade signs per business.
(c) Façade signs should be no more than 10 percent of the façade on which they are placed.
(d) Monument signs should not exceed 50 square feet, including base, and should be horizontally oriented, with the base wider than the height.
(e) No façade sign should be greater than 20 feet in height; no monument sign should be greater than 6 feet in height; the height of the base of the monument sign should be less than half the height of the whole sign including base.
(f) Signs should be internally lit, or have indirect lighting; use of non-blinking neon may be appropriate in areas of intense activity.
(g) Pylon signs and off-site advertising signs are not allowed.
(h) Signs should be made of durable materials, and be complementary to materials used throughout the project; use of masonry and stone is desirable.

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## **SIGNAGE (continued)**

- (i) Signage should be coordinated throughout the project in terms of materials and colors used, and lettering types; coordination with highly visible adjacent signage, in terms of size and materials used, is desirable.
- (j) Signage should be simple, clear, and legible in the circumstance in which it is seen; information on identification signage should only include company logo, name and address.
- (k) The location of signage should not block views or focal points, and should not obscure important architectural features.

## **LIGHTING**

### **Definition:**

Natural and artificial sources of illumination, particularly street lighting, pedestrian level lighting, lighting of signs and architectural features.

### **Intent/Purpose:**

To enable people within the development or passing by the development to see well enough to find their destinations and to conduct their activities safely; to enliven a development and set the overall mood of the development; to help increase the sense of security and not negatively impact surrounding residences.

### **Guidelines:**

- (a) Design of developments should include a site lighting plan to serve multiple purposes including vehicular and pedestrian safety and security, illumination of activity areas, and accent lighting for architectural features and landscaping.
- (b) Glare and spillage onto adjacent properties should be kept to a minimum through the use of cut-off fixtures or other devices; low-noise level lights should be used adjacent to residential uses.
- (c) Sidewalks and walkways should have pedestrian level lighting; combination pedestrian and street lighting is an acceptable option.
- (d) The design of exterior light fixtures should be consistent throughout a development, with the design complementary to the design of the overall development. The design and placement of exterior lighting fixtures should be coordinated with the design and placement of fixtures along boulevards and parkways, at locations where both fixtures would be visible at the same time.

### FOCUS Guidelines for Design Analysis



*FOCUS Kansas City*, the City's comprehensive plan, begun in 1992, represents a unique partnership between the City of Kansas City, Missouri and its citizens to develop an action plan for the city's next 25 years. *FOCUS*, as it is commonly referred to, stands for *Forging Our Comprehensive Urban Strategy*, and it sets priorities and guides decisions about neighborhoods, jobs, taxes, capital improvements, public safety, education and more. The plan was adopted by City Council in 1994.

This section reviews three specific *FOCUS* documents, the guidelines and recommendations contained in each with relevancy for Eastgate, and a discussion of the implications for the *Eastgate Corridor Land Use & Development Plan*.

#### FOCUS Citywide Physical Framework Plan

As one of the seven component plans of *FOCUS*, the purpose of the *Citywide Physical Framework Plan* is to “[weave] together a series of specific initiatives and actions to preserve and protect the city’s natural and historic resources, improve its transportation systems, enhance its utility and infrastructure networks, and guide its development patterns.” The “Urban Design and Development Guidelines” section provides specific definition and direction toward those initiatives and actions. This section provides guidance in eight areas, five of which have particular relevance to Eastgate. Each is discussed below:

##### Urban Design Elements

The elements reviewed in the *Citywide Physical Framework Plan* for an overall citywide context are:

- Gateways and points of entry
- Scenic views
- Landmarks
- Commercial corridors
- Waterways

Gateways. As defined by *FOCUS*, gateways within Kansas City occur at engaging visual landmarks.

Entranceways should be designed to give users a sense of arrival. *FOCUS* cites several gateway examples around the city; none of these are directly a part of Eastgate. However, *FOCUS* does cite as gateways some areas that give direction for Eastgate. “The valley formed by Brush Creek and the connection to Ward Parkway creates a visually interesting point of arrival.” This frames the entryway experience to Brush Creek entering from the west. One of the issues identified as part of the Eastgate planning process is that the area, which serves as the entryway experience to Brush Creek from the east, does not provide the same “visually interesting point of arrival.”

Scenic Views. One of the prominent views mentioned by *FOCUS* is from Missouri Highway 350 just west of Raytown before the interchange with I-435. While this viewpoint is not from the Eastgate area, it is across the Eastgate area. Development in Eastgate could have potential conflicts with maintaining this scenic view, if not for proper design guidelines.

Landmarks. *FOCUS* mentions several significant landmarks in the city, none of which are located in Eastgate. However, it is not the intent of the *FOCUS* plan to be exclusionary with this list. In fact,

*FOCUS* states, “Often, landmarks, which can range from an individual building element to a district, serve as focal points within their immediate context. These elements provide familiarity and symbolize a particular area. New development should enhance these elements.”

Corridors. *FOCUS* defines corridors as “physical and cultural pathways that connect people, neighborhoods and community anchors.... They also link history, culture and ideas.” Although *FOCUS* mentions several significant corridors in the city, none are located in Eastgate. While the section of Blue Parkway that bisects the Eastgate area is not formally recognized by *FOCUS* as a corridor, it clearly fits the definition, and it has been recognized as a corridor by this planning process.

Waterways. *FOCUS* recognizes the importance of waterways as a major physical organizing element in the city. Specifically, the Blue River Valley is cited as perhaps the second most important waterway (next to the Missouri River) in defining the character of the city over the course of its entire history. *FOCUS* goes on to state that, “The City should designate compatible land uses, protect views and

accommodate public access adjacent to waterways.

### **Natural Settings Guidelines**

The *FOCUS Citywide Physical Framework Plan* gives the following guidelines for natural settings:

#### Topographic Conditions Guidelines.

- Apply “best management practices” to protect topographic conditions. Avoid large cut and fill areas to minimize environmental impacts.
- Require design review of developments on slopes greater than 10 percent.
- Discourage development on slopes greater than 25 percent.
- On slopes over 10 percent, encourage development clustering and minimize visual impacts of roads and structures particularly on ridgelines.
- Align roads and residential lots to generally conform to topographic contour lines.
- Minimize cutting and filling in naturally rolling terrain and floodplains.
- Landscape Standards Guidelines

- Review/approval requirements for native tree removal and land clearing.
- Require review for replacement of certain tree species and sizes.
- Disseminate landscaping requirements for development including street trees and parking lots.
- Address microclimate influences through landscaping.

#### Water Resources Guidelines.

- Mitigate flood threats to existing development within floodplains using such techniques as dry flood proofing, berms, levees or other structural techniques.
- Develop sustainable, environmentally compatible alternatives to the channeling of rivers and waterways.

### **Land Development Guidelines**

The *FOCUS Citywide Physical Framework Plan* gives the following guidelines for land development urban design and development:

- Develop a streetscape concept along the public sidewalk that is compatible with the concept adopted for that street in its area



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plan; walking should be safe and inviting.

- Along pedestrian corridors, the primary entrance to commercial buildings should front directly onto the pedestrian sidewalk with a zero setback or onto a public plaza adjacent to the sidewalk.
- New development in urban commercial areas should reinforce the character and density of the area by having a minimum floor area ratio (FAR) of 1.0.
- All pedestrian street crossings should remain at the pedestrian street/sidewalk level, except where necessary due to automobile traffic volumes or significant market considerations. When overhead walkways are deemed appropriate, they should not block views of significant buildings or landmarks. Their design should also be compatible with the buildings they link.
- Pedestrian oriented uses, such as retail storefronts, are encouraged along all pedestrian oriented streets. Frequent pedestrian entrances to buildings are desirable. Pedestrian friendly streets have a consistent

streetscape, architectural design theme and dimension.

- Surface parking lots should be screened with a wall or landscape treatment directly adjacent to the pedestrian sidewalk.
- Parking garages should be mixed-use in character with storefront oriented activities at ground level. The width of the parking garage entrances should be minimized so as not to adversely impact pedestrian flow.
- On-street, parallel parking should be preserved wherever possible.
- New buildings, including low-to-moderate income housing, should be designed to relate to the height, scale, massing, and architectural character of existing development in the area unless the area has been specifically designated for a different form of development in an area plan.
- Relate infill housing to the scale and character of the existing or historic neighborhood.
- Increase allowable development density within  $\frac{1}{4}$  mile of urban transit stations.
- Decrease parking requirements for developments within  $\frac{1}{4}$  mile of

urban transit stations in order to encourage transit ridership

- Prohibit automotive uses, such as gas stations, car washes, and drive through restaurants, within 600 feet of urban transit stations in pedestrian zones.
- Provide incentives for mixed-use development within 600 feet of urban transit stations; ground floor uses should be pedestrian intensive, such as storefront retail.
- Cluster reinforcing public, commercial, recreational, and cultural activities in “hubs” or “nodes” and along existing or potential transit corridors.
- Preserve both nationally and locally designated historic structures in accordance with local ordinances and the Secretary of Interior’s Guidelines for Historic Preservation.

### **General Settings Guidelines**

The *FOCUS Citywide Physical Framework Plan* gives the following guidelines for general settings:

- Arterials or through traffic streets should be located on the periphery of residential neighborhoods.

Arterials should not bisect neighborhoods.

- Develop pedestrian access along all public controlled portions of the city's waterways, and encourage pedestrian access for privately controlled areas.
- Allow no permanent building development within a 100-year floodplain or floodway.
- Identify and maintain scenic easements and view corridors.
- Create requirements that limit heights for buildings directly fronting waterways and, thus, maximize views from buildings that are farther from the waterway.
- Residential units should front streets, particularly along boulevards and parkways.
- Eliminate new off-site advertising signs and remove existing non-conforming signs wherever legally possible. Lobby for changes in State laws that allow local jurisdictions to limit off-site advertising.
- Restrict freeway advertising in the city to collective "logo" advertising signs in cooperation with the Missouri Highway and Transportation Department.

- Locate open spaces within planned developments to provide continuity with adjacent public parks and open spaces.

#### **Utility Infrastructure Guidelines**

The *FOCUS Citywide Physical Framework Plan* gives the following guidelines for utility infrastructure:

- For utility infrastructure, assess the extent the proposed development complies with the direction provided by FOCUS.
- Evaluate the proximity of the proposed development to existing water and sewer lines and the cost of public utility extensions.
- Assess the proposed cost-share of public and private investment for utility extensions.
- Ensure that any developer-financed utility improvements meet City requirements; this is particularly important for improvements that the City will ultimately own and maintain.
- Minimize paved areas to provide for maximum infiltration of precipitation.
- Provide for on-site or district wide detention/retention of storm water,

so that runoff does not increase predevelopment levels, unless an engineering storm drainage study demonstrates otherwise.

- Evaluate the natural drainage features for storm water conveyance, as opposed to requiring storm sewer systems; proposed improvements that enhance water quality and wildlife habitat should be considered as a bonus.
- Ensure that flood threats to downstream property are not increased by the proposed development.

#### **Citywide Physical Framework Plan: Implications for the Eastgate Corridor Land Use & Development Plan**

##### **Design Elements**

As a result of ongoing public improvements, the Blue River has the potential for being a physical amenity and serving as a recreational destination. This was the role originally conceived for it by the Parks Department nearly one hundred years ago under the leadership of George Kessler, before industrialization and other factors led to its neglect. Once the alignment and flood control improvements are completed,

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the Blue River can provide an aesthetic and activity connector between the Brush Creek Corridor to the north and west, and Swope Park to the south. The *Eastgate Land Use & Development Plan* will provide recommendations that will help stabilize this area through this important period of transition.

The *Eastgate Corridor Land Use & Development Plan* also recommends that boulevard qualities be extended to Blue Parkway. Currently, Blue Parkway retains the boulevard character to the west of the Eastgate area. Indeed, the continuous southern thoroughfare of the Brush Creek Corridor, comprised (moving from west to east) of Volker Boulevard, Swope Parkway and Blue Parkway, retains the consistent boulevard character defined by the City in the public policy document, *Major Street Plan*, prepared by the City Development Department and approved by City Council in March, 1996. In addition, Blue Parkway represents a significant link between the urban core and the city's interstate and freeway system, both in terms of access and development possibilities. Blue Parkway deserves consideration also because suburban growth will only serve to increase traffic.

Two visual elements in Eastgate are important in this discussion of gateways and scenic views. The first is the Kansas City Southern Railroad Bridge, which spans Blue Parkway just north and west of Eastwood Trafficway. This bridge, constructed in 1929, is the single most readily identifiable image for the area. Rising grandly over Blue Parkway with its open archwork design and finished concrete construction, it represents both a literal and figurative gateway element for the area, as well as for the City. Specific design guidelines and recommendations for this feature will be discussed later in this section. Another important element is the view corridor of the Kansas City downtown skyline, visible just before one enters the Eastgate area heading northwest from 350 Highway. Development occurring in Eastgate should not only avoid detracting from either of these elements, but should be encouraged to enhance them where possible. Design guidelines provided in this plan are intended to protect that scenic view.

In addition, Eastgate needs, and deserves, to have a better sense of form and orientation. Form and orientation relate directly to the ability of residents and visitors to recognize where they are and understand where they are going.

Eastgate, as it exists, has been identified by neighbors and businesses as an area largely without an image – a “no-man’s land” between recognizable forms to the south and east, and to the west along Brush Creek. Eastgate would benefit from any initiative that will give this area its own sense of place. The need for orientation is also critical in Eastgate, which serves as a corridor for local residents and visitors traveling to destinations such as Swope Park, the Truman Sports Complex, various attractions along Brush Creek Boulevard including the Country Club Plaza, and connections to other major transportation corridors such as I-435 and 350 Highway.

### Natural Settings

The Eastgate area contains large tracts of land that provide a richness of natural setting unusual in urban areas. Steep, dramatic bluffs rise over the Blue River valley and its feeder creeks. Local roads wind through densely wooded areas that provide a habitat for a wide variety of wildlife, and create a natural buffer for neighborhoods from commercial activity. These areas should be preserved where possible, and where development occurs, these features should be valued and incorporated as much as possible.

### Land Development

As stated throughout this report, the Eastgate area is poised for a potential increase in development. Two major contributors to this are the major public infrastructure improvements associated with the Blue River, and the area's gateway and transportation corridor feature. Because of this, it is particularly important to consider *FOCUS* design guidelines regarding how this anticipated development should be integrated into the existing development pattern:

### General Settings

Within Eastgate, Blue Parkway has served as a marginally commercially zoned corridor for some time. The commercial activity, however, is sporadically sited, and inconsistent in character and design. The Eastgate plan, through its land use recommendations, design guidelines, and prototype developments, seeks a higher standard of commercial development in this area, through an organized and cohesive approach.

### Utility Infrastructure

Eastgate is an area with a wide range of infrastructure issues. Most of the area is without sewers, curbs, gutters, and

sidewalks. Natural features limit the connectivity of local streets. The northwest portion of Eastgate is particularly susceptible to storm water excesses that tax the capacity of area pumping stations. If development activity increases, so will demand on these systems. The design guidelines, as well as the land use recommendations and prototype plans, are intended to begin addressing some of these important utility infrastructure issues.

### FOCUS Overview: Building Blocks - Quality Places to Live and Work

FOCUS also considers design elements as part of its overview document, *Building Blocks*. That document connects the elements of all seven *FOCUS* documents into twelve building blocks, of which "Quality Places to Live and Work" is one. *FOCUS Overview: Building Blocks* gives the following discussion regarding "quality places to live and work":

### What do Quality Places to Live and Work look like?

New development and redevelopment of all types in all areas of the city will include the following Quality Places characteristics. These design tenets are applicable to all land uses at all densities. They are as applicable to

commercial areas as they are to single-family housing developments.

### The 11 basic characteristics are:

- Walking is feasible, safe, and inviting.
- Streets form a continuous network, are of minimum width, are well designed, and allow for adequate public safety and traffic volume.
- Transportation alternatives are convenient and easy to use.
- Existing valuable and historic buildings are refurbished and reused.
- Buildings are designed to create or contribute to a sense of community.
- Residential land use is an essential component of mixed-use development.
- Neighborhoods and commercial districts have identifiable centers that create places for residents or employees to gather, interact, and communicate, and that help create an identity for the area.
- New development occurs at infill sites or contiguous to existing development and uses existing infrastructure effectively.

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- Neighborhoods and districts have distinct and identifiable characters.
- Development preserves or creates open space, respects existing topography, and minimizes the impact of development on the natural environment.
- New development and infrastructure are built to be useful for 100 years or more.

These Quality Places Characteristics will act as the basic framework from which to create high quality places to live and work. These characteristics will be achieved by implementing the more specific strategies. These strategies will apply universally throughout the city.

### **Building Blocks: Quality Places to Live and Work – Implications for the Eastgate Corridor Land Use and Development Plan**

The characteristics outlined in “Quality Places” describe a general framework that broadly defines the design goals for Eastgate. Eastgate is an area that, taken as a whole, lacks many of the features of a “quality place.” Furthermore, Eastgate has never been subject to a comprehensive design vision that would both integrate development within the

area, and tie it to important features surrounding it, such as the Blue River and the Brush Creek Corridor. As the dominant neighboring corridor, Brush Creek provides the most significant benchmark for design. Therefore, the Brush Creek Design Guidelines are an appropriate starting point for creating design guidelines for the *Eastgate Corridor Land Use & Development Plan*.

### **Mixed-Use Design Guidelines (FOCUS Urban Core Plan)**

The *FOCUS Urban Core Plan* includes eight goals, stated as “aspirations,” for improving and maintaining the unique character and value of the city’s urban core, referred to in the plan as “the heart of the city.” These aspirations are:

- Link activity centers with efficient, cost-effective transportation alternatives.
- Reinforce, reaffirm and rebuild our great and varied neighborhoods.
- Provide high-quality and accessible education for all residents of Kansas City.
- Create great streets and revitalize boulevards.

- Create a new generation of urban amenities.
- Recognize culture as commerce.
- Create and maintain America’s cleanest city.
- Retain and attract good business citizens and jobs.

Each of these Heart of the City Aspirations is given a geographical application. Particularly relevant to the recommendations contained in this land use plan is the Mixed-Use Center application. The FOCUS Urban Core Plan makes the following recommendations regarding mixed-use design guidelines for the proposed mixed-use area at Blue Parkway and Hardesty.

### **Walking is safe and inviting**

- Encourage windows and doors on the street wall to increase pedestrian safety and interest; when blank walls are unavoidable apply texture, patterns, landscaping or other scale giving features including trellises, display cases and murals.
- Encourage building forms that provide shelter for pedestrians from harsh summer sun and winter winds and allow access to warming winter sun. Useful devices include awnings, canopies and porticos.



- Encourage building forms that minimize the creation of surface winds near the base of buildings including increases in variation of the surface of the building skin and multiple setbacks. Require wind tunnel testing for buildings above 10 stories.
- Encourage the incorporation of publicly visible art works in new private development and in public spaces. Continue the 1% for Art public policy in building projects, create a ½% for art program for all infrastructure projects and encourage similar investments in private developments
- Require landscaping, lighting and other beautification measures for surface parking lots.
- Require tree plantings in planting boxes of a minimum 32 square feet per tree to provide more soil for the trees.
- Encourage the specification of trees that have high branching patterns and tolerate urban conditions.
- Encourage design of planting areas to allow for adequate drainage, air exchange and irrigation.

- Encourage new development, both public and private, to include fountains, the symbol of our city, in public areas.
- Require the design of mechanical exhausting systems that do not detract from the quality of the pedestrian environment by placing them at least 10' above sidewalk level and directing louvers upwards.

**Create an urban form that enhances the urban core as the Heart of the City**

- For buildings of more than 10 stories, encourage buildings with sculptured forms that become more slender with increasing height and have visually interesting tops.
- For buildings of more than 10 stories, require new bulk controls based on three components of a structure: base, lower tower and upper tower. Base is a maximum height of 1.25 times the width of the street and a minimum of .5 times the street width.
- Require integration of rooftop mechanical facilities into overall form of the building.

- Encourage more variation in building facades and greater harmony with older buildings through use of architectural embellishments, recessed windows and projecting cornices common to older Kansas City buildings.
- Allow architectural projections beyond set back requirements on all areas of the building above 10 feet above the sidewalk grade.
- Encourage highly defined architectural detail in new development that is appreciable from street level, such as building entrances, window, column, spandrel, cornice, base, arch, and lintel definitions.
- Discourage the use of reflective glass in new development to limit unwanted solar reflection.
- In higher density areas, encourage ground level passageways through buildings or blocks to increase the ease of pedestrian circulation and the variety of pedestrian experiences.
- Require new development to emphasize street front access and to limit inward-oriented or “mall-like” activity at the center of the development.

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- Encourage the design of parking garage exteriors to respect visually and integrate with adjacent buildings and environment; require ramping systems to occur on the inside of the garage to retain non-sloping floors at the perimeter.
- Encourage the provision of transit shelters and bicycle parking racks in new development proposals.
- Encourage the coordination of development proposals along proposed light rail alignments to ensure that the projects do not interfere with light rail plans and enhance their access to the improved transit system and its operation.
- Prohibit excessively illuminated or freestanding signs that contribute to visual clutter.
- Encourage the design of signage in new or rehabilitation projects to be integrated with the scale, color and articulation of building design.

### **The Heart of the City districts have distinct and identifiable character**

- Identify and name existing districts and establish boundaries for the application of district specific

guidelines; allow for shifts in boundaries to accommodate growth of district areas.

- Require proposed developments to adhere to district specific guidelines.
- Require a review of proposed signage to ensure its handsome design and legibility and its adherence to district guidelines.
- Create district gateways that readily identify the boundaries of the district.

### **Development preserves or creates open space, respects existing topography and minimizes impact on the natural environment**

- Require new open spaces – both interior and exterior – to meet standards described in “Open Space Guidelines” matrix.
- Encourage the development of open spaces that become part of an interconnected pedestrian network; create a pattern of open spaces such that all areas in the city are within a reasonable distance to an accessible and desirable outdoor courtyard, park or plaza.

### **Guidelines for development between mixed-use areas and neighborhoods**

In addition to the basic design guideline, the following addresses the special condition that occurs when neighborhoods are adjacent to mixed-use areas. While mixed-use areas will be allowed to develop and thrive as a higher density mixed land use area, the boundaries of these will be contained. The boundary serves two equally important purposes:

- Concentration of mixed use which will receive targeted incentives
- Protection of adjacent neighborhoods from development encroachment

The mixed-use areas are flanked by neighborhoods of rich history and architectural character and which benefit from their proximity to jobs, goods and services. New development and improvements along these edges of the mixed-use areas should step down in height to the adjacent neighborhoods. Among the opportunities for appropriate transition from the neighborhoods to the Corridor include:

- Storefront offices which do not require the same locational criteria as retail could be utilized on the first floor.

- Residential uses could be located on the floors above.
- Buildings should be sensitive to the neighborhood architecture and character.
- The perimeter should be heavily landscaped with shrubs, trees, and earth berms.
- Traffic calming strategies should be applied at neighborhood entries.
- Parking for businesses could be provided as a buffering use. Parking designed as a buffer should have the following characteristics:

*Parking lots will not be allowed on corners of blocks.*

*Parking lot sizes should be a maximum of 150 feet in width. Lots should be open when the businesses they support are open and either have fences and gates to keep undesirable activity out of the lots after hours or flex the lot with local residents for parking after hours.*

### **Urban Core Plan – Implications for the Eastgate Corridor Land Use & Development Plan**

One of the prototype developments outlined in the *Eastgate Land Use and Development Plan* is a mixed-use variety, nodal in nature. This prototype is just that – a suggestion of the type of development most desirable, at a site that will be among the most advantageous and desirable once the Blue River improvements are completed. The area is lacking in the type of neighborhood-based services to be found in such prototypes, and preliminary indications are that there is now, or soon will be, sufficient market to sustain this type of development activity. Furthermore, the intersection of Blue Parkway and Hardesty, where the prototype is imagined, fits the classic definition of mixed-use. It is already the place in Eastgate where commercial and residential meet. It is the best example in Eastgate showing the critical need for good development practices and proper design guidelines to be employed, if future growth is to be achieved.

Eastgate neighborhoods are a unique asset within the city. Characterized by large lots lined along and atop high ridges, and surrounded by dense foliage, they offer an almost rural

setting that sits in sharp contrast to more densely populated and developed neighborhoods to the west, east and north. The citizens of Eastgate, whether residents or employees, would benefit from increased development that would offer more commercial opportunities, but should not have to sacrifice the quality of life they currently have. Kansas City will benefit from retaining such a unique neighborhood setting as a residential option within the urban core.

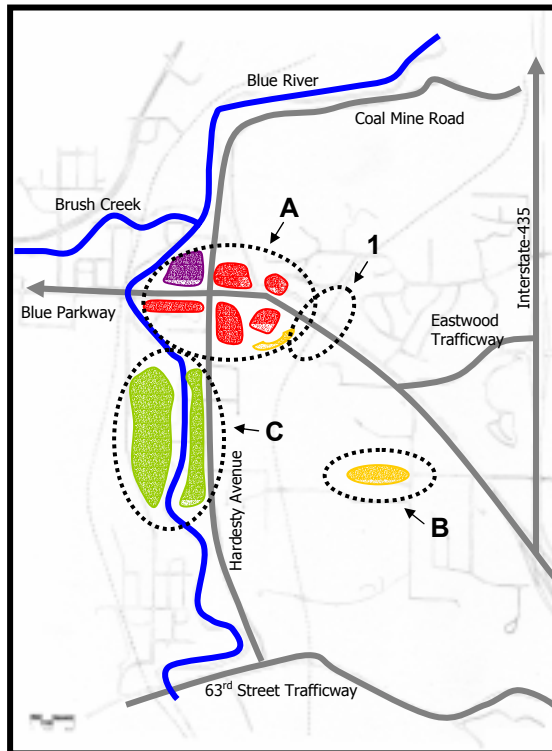
### **Design Guidelines Summary**

The guidelines are a tool for review of proposed development in the Eastgate area. The content of the guidelines is not intended to preclude the requirements of any city, state or federal ordinances. The guidelines are intended to provide a direction for the orderly development of the Eastgate area. The guidelines also are intended to guide the character of the area. Properly employed, they will encourage a higher quality of development, while at the same time, providing a greater sense of place for the area, and a greater sense of worth for existing residents and businesses.

### Prototype Development Projects

The Development Options explored through the planning process in Task 3 yielded four prototype projects that present potential ways of combining opportunities for private development actions with private investment toward improving the area and setting the stage for additional investment within the various commercial and residential areas of Eastgate. During the final analysis, three of the four development options were selected for further discussion. In addition, a Design Project was identified: the Blue Parkway Gateway Feature. Figure 23 pinpoints the location of the three prototype development projects and one design project, and the subsequent pages describe each of the four projects in more detail. For each project, the following information is provided:

- Location
- Proposed Land Use
- Development Characteristics
- FOCUS Implications
- Costs



**Figure 23. Prototype project location map**

## Prototype Project A: Hardesty & Blue Parkway

### Location

Generally in the area east of the Blue River Bridge, to immediately west of the Kansas City Southern Railroad bridge.

### Proposed Land Use

Mixed-use, including planned industrial to the northwest of the intersection, planned business park to the northeast, commercial to the southwest, and a combination of commercial, office and multi-family residential to the southeast.

### Description

Mixed use combines retail activity in support of both neighborhood and commercial/industrial uses. Street and traffic improvements and landscape buffers create pedestrian-friendly area.

### Development Characteristics

- Leading public infrastructure providing increased access to site
- Leading public infrastructure providing flood relief
- Land assembly creating developable areas



## PLAN RECOMMENDATIONS

### Prototype Project B: Bennington Ridge

#### Location

Immediately west of the intersection of Bennington Avenue and 55<sup>th</sup> Street.

#### Proposed Land Use

Single family residential.

#### Description

Market rate housing on site already targeted for residential development, consistent in scale with existing, neighboring residential development.

#### Development Characteristics

- Market has already identified site's potential
- Connectivity issues associated with area topography largely dictate site plan
- Higher density residential here balances with untypically low density levels for surrounding residential





**Prototype Project C:**  
**Blue River Ball Parks**

**Location**

West of Hardesty Avenue and east of the Blue River, following its rechannelization.

**Proposed Land Use**

Recreational and open space.

**Description**

Ball parks and park set in the corridor of the rechanneled Blue River promote a more fitting use of reclaimed flood plain areas.

**Development Characteristics**

- Leading public infrastructure creates newly developable properties
- Market demand exists for recreational fields, particularly ball parks
- Recreational use provides more appropriate buffer between flood areas and nearby residential and commercial areas
- Public and philanthropic support is required.



## PLAN RECOMMENDATIONS

### Design Project 1:

#### Blue Parkway Gateway Feature

##### Location

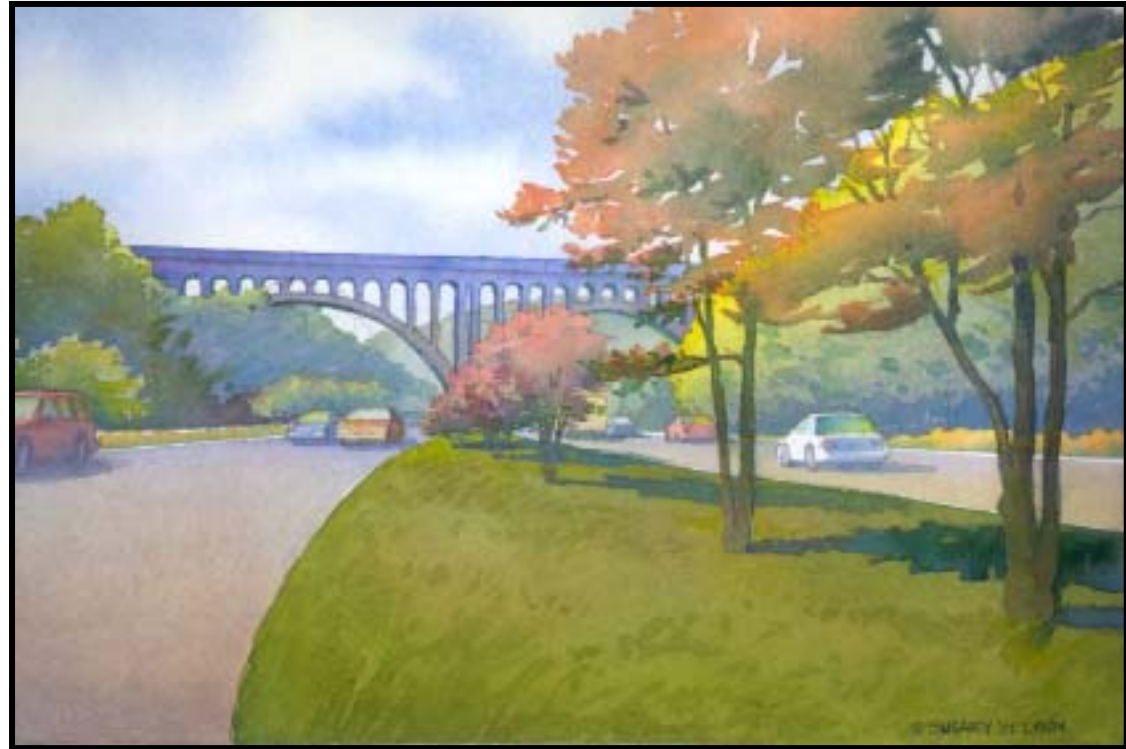
The Kansas City Southern Railroad bridge, located on Blue Parkway approximately halfway between Eastwood Trafficway to the southeast and Hardesty to the west.

##### Description

The Kansas City Southern Railroad bridge, spanning Blue Parkway at a dramatic height, has long been the most recognizable built feature of the Eastgate area. Constructed in 1929, the masonry trestle features two dominant stilted arches and a filigree of smaller semicircular arches above. The trestle traverses Blue Parkway at one of the corridor's lowest elevations, increasing the dramatic effect, but surrounding foliage obstructs much of the structure. Currently, Blue Parkway only runs through the easternmost of the two stilted arches, while the westernmost spans only vacant easement.

##### Design Recommendations

To create a gateway feature for Blue Parkway and Eastgate:



- Blue Parkway should be given a design and alignment treatment consistent with its designation as a parkway.
- Blue Parkway should be widened for the length between the Blue River Bridge to the west, to its conclusion as it merges with 350 Highway to the south and east. Medians should be added, and appropriate plantings incorporated into the medians.
- The new alignment of Blue Parkway should take advantage of the unused archway of the bridge for south and eastbound traffic, rerouting north and westbound traffic to the current roadway.
- The bridge should be treated as a gateway design feature through the use of appropriate landscaping around the base of the bridge and aesthetic lighting to illuminate bridge features. At the time of this report, a request has been made to the Public Improvements Advisory Committee (PIAC) for these enhancements.

### Summary

The plan recommendations address the role of public policy in guiding development in the Eastgate Corridor.

The plan's recommendations include policy recommendations by category, and a redevelopment framework that describes four prototype development projects, to illustrate urban design concepts as expression of the land use. Key recommendations include:

- Adopt land use changes to make existing land use consistent with city comprehensive plan, *FOCUS Kansas City*.
- Conduct a neighborhood street network connectivity study in Brown Estates to determine what improvements could be made to make the street network more consistent with *FOCUS* guidelines.
- Consider a Special Neighborhood Overlay for Brown Estates, to preserve the current density.
- Establish a preliminary framework for a proposed Blue Parkway Corridor Task Force to address interjurisdictional transportation and development issues among Kansas City, Raytown and Lee's Summit.

- Establish design guidelines to assure compatible development. Specific design recommendations include:
  1. Extension of the boulevard designation along Blue Parkway
  2. Preservation of green space and terrain where possible
  3. Gateway enhancements
  4. Preservation of I-435 scenic view of downtown Kansas City

The Development Options explored through the planning process in Task 3 yielded three prototype projects and one design project that present potential ways of combining opportunities for private development actions with private investment toward improving the area and setting the stage for additional investment within the various commercial and residential areas of Eastgate. The proposed projects and land uses are:

Project	Land Use
▪ <b>Prototype Project A:</b> Hardesty & Blue Parkway	Mixed use
▪ <b>Prototype Project B:</b> Bennington Ridge	Single family residential
▪ <b>Prototype Project C:</b> Blue River Baseball Park	Recreational and open space
▪ <b>Design Project 1:</b> Blue Parkway Gateway Feature	Not applicable

This report represents the final report of this phase of the Eastgate Corridor planning process. Additional work remains to be done, including a Strategic Plan describing specific actions to be taken toward the completion of the projects and policies recommended in this report. Following completion of the Strategic Plan, an Implementation Plan will outline recommendations for ongoing funding and support of initiative.